

# Child and Family Welfare

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- \*No. 64. The Canadian Council on Child and Family Welfare. (Revised edition (1934) of No. 63).
- No. 65. Social Service Exchange.
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- No. 69. Boys in Trouble.
- No. 70. "In Times Like These" (Suggestions for the organization of community welfare and relief services).
- Supplement A—The Actual Provision of Relief.
- Supplement B—The Organization of Special Services for Problems of a Particular Type.
- Supplement C—The Organization of Relief Work Programmes. (18c complete).

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## THE PROBLEM OF THE HOMELESS PERSON

WHETHER a traveller appears laden with good things or merely has amazing tales to tell, the glamour that surrounds a life of adventure in strange places has always had a fascination and an unsettling influence on all people, especially the young. Many a complacent community in the Middle Ages was plunged into dark anxiety by the advent of a wandering peddler or a troupe of itinerant beggars. Thieving, kidnapping and witchcraft were accepted as the least of the evils that could be laid at the door of a person so peculiar as to have no settled home.

This attitude of suspicion and fear of an unknown person was found side by side with a genuine sympathy for the friendless and needy. In Biblical times the hospitality offered to the "Stranger within the Gates" was part of the charitable work enjoined by Hebrew teachers. When Job wished to sum up all his "good deeds" he mentioned in the list that "the stranger never remained in the street, but he opened his door to the wayfarer". These divergent points of view are still to be found in almost every community to-day, and failure to reconcile them has largely contributed to the lack of proper investigation that has been made into the causes and prevention of our non-resident problem.

What is it that makes men and women leave their homes and wander, often aimlessly, from place to place?

### Many Influences Create Transient Population

During the twelfth, thirteenth and fourteenth centuries transportation was slow and unreliable. There were no newspapers and few books. To men of inquiring mind the open road frequently offered the only opportunity to see the world. Renowned scholars as well as students of all kinds often lived like true vagabonds, and were more than likely to run foul of the authorities for stealing or engaging in street brawls. Nevertheless, these well-informed men of alert and independent mind were the source from whom information and new ideas permeated the mentally-isolated com-

munities of their day, and their writings have given us an invaluable picture of the countryside, the towns and the politics that their extensive travels enabled them to watch and appraise so shrewdly. Many itinerant beggars were cared for by the monasteries in these centuries, though no attempt at constructive work with them seems to have been contemplated.

The Black Death killed so many adult workers in England and Europe that a serious shortage of available labour resulted and wages rose accordingly. The destitute homeless also increased. In England the dissolution of the monasteries left these nomads and casual poor without the shelter and food the monks had provided so liberally. During the Tudor period the rise in wages enticed workers to leave their parishes to seek work for the first time. The country had to face a new situation in dealing with the non-resident destitute individual or family. The parishes were made responsible for their own poor and the idea of public responsibility for the care of the destitute was born.\*

### **Green Pastures in a Pioneer Land**

The opening up of the North American continent gave great scope for explorers and adventurers. Some of these pioneers stayed only a short time in any one place. They had the true spirit of the wanderer and without intention on their part they proved invaluable in settling new lands. They hated monotony but loved adventure, and so were always willing to move out into the unknown, and they paved the way for others to follow. The "Pioneers of the Covered Wagon" have won an honoured name for themselves in the middle west.

Migratory labourers have until recently been encouraged in this new country where so many basic occupations are of a seasonal nature. It seems unlikely that a time will ever arrive when these itinerant workers can be dispensed with entirely, and a mobile labour market would appear to be an essential part of the economic life of this continent. If such is the case under present conditions, a percentage of these workers will inevitably be stranded, destitute and without residence, when work fails to materialize, when work ends unexpectedly or when the autumn closes in and shiftless individuals and families who have spent their money carelessly, find themselves without the means of returning home.

### **Similar Motives Seen To-day**

Many of those factors which induced the wanderer to leave his home in olden days are still to the fore in our modern problem

\* It has been roughly estimated that during Elizabeth's reign there were "10,000 vagabonds and sturdy beggars in England alone".—"Description of England" by W. Harrison.

of the transient homeless. Discouragement at lack of employment, crowded living conditions, insufficient food, a desire to prove an ability to "get on" to oneself and to a disheartened family; an effort to escape from justice or from continual supervision, and the thrill of adventure after years of privation and monotony all beckon to the open road. The problem is not new. The depression only added to it, and drew our attention, by force of numbers, to its immensity. But one could hardly say that our realization of the problem has yet contributed substantially to our understanding of it. Perceived only as a mass of wandering elusive people, to be met with suspicion on every hand, or given casual help with the chief object of "getting rid of them", its complexity of human and economic problems have rarely been acknowledged or seen; and just as we have failed to appreciate the many factors involved, so we have done almost nothing to analyze the problem or plan for its solution.

Some of these "tramps" are far from lazy, they follow the harvest of the different crops up and down the country, and have half-a-dozen small skills they can bring into play when things get "really bad". They do not want to settle down and they show extraordinary skill in detecting and avoiding plans for their rehabilitation or training in some more stable occupation.

The ordinary transient man today however, is not the old time "tramp". He is much the same as the resident unemployed unmarried man in any community though on the average he has acquired less education and even less technical skill. He belongs in the main to the more unprogressive sections in the community, his imagination usually fails to carry him beyond the prospects of a good dinner within the next few hours, and a comfortable bed tonight or tomorrow night; the future is too vague to hold his interest for long. This is borne out by reports from transient shelters, hostels and clubs. The average transient is not particularly interested in improving either his education or his permanent earning capacity.

In outstanding distinction to this type of man or family are the rare individuals found in every transient group, intelligent and eager, who want a chance to see the world and learn all they can. Or again the man of good education and sometimes exceptional ability, who through some queer mental twist, a catastrophe in his past life, or the strain of months of anxiety and unhappiness at home, welcomes the care-free atmosphere of the highway and the "jungle town".

The largest percentage of the whole group are between the ages of 20 and 30 years. A few are in their late 'teens. A very few

are over sixty. According to personal statements the single man forms the overwhelming majority of the group. If you question him he hardly knows all the forces that started him on his wandering life, by and large he does not like the role he is called to play, though he is willing to acknowledge you can get used to anything. He is looking for work, for a chance to improve a desperate situation, and for relief from disheartening monotony.

### **Migrating Families Present Newer Problem**

The migrating family and "motor gypsies" present another and more complex problem, as do also the occasional girl-hoboes. A woman and children not only add to the difficulty of providing a night's lodging, but treble the expense. Children brought up on the road may be handy and alert, and are usually quick at evading questions, but they receive at best a sketchy education, whether primary or technical, are subject to the most pernicious influences on all sides, and can develop little realization of their responsibilities as citizens.

Residence or settlement laws, necessary as perhaps they are, create some real hardships and enable cities and counties to evade what is obviously their responsibility. The majority of people never consider the existence of residence laws until they find themselves shut out from their own town or country. Even if the laws of a particular place are known, the variations in policy are so great and change so constantly between town and town, that it would be next to impossible to be conversant with them all. Some cities require a year to elapse before one can gain residence for unemployment relief, but it only takes three months' absence to lose it. The six months' period has been adopted by many places, as it is argued that any job exceeding six months' work cannot be called temporary, and a man accepting a job of more than six months' duration must have had the obvious intention of making his permanent home elsewhere. The majority of the larger cities and a number of the provinces have adhered in the main to the twelve-month regulation, but here again there are exceptions, for two or three centres set a dead-line in 1933 or 1934, and after the date named at that time, it has been impossible to gain residence for unemployment relief, and unemployed persons lose their residence after an absence of one year. The wide divergence in the relief schedules prevailing in many Canadian cities and towns has forced some cities to change their residence laws, as the city providing the more generous relief is often flooded in the fall and early winter with the disgruntled residents of the neighboring town or province, and in self-defence they tighten up their former rulings.



## **How Our Residence Laws Create Transients**

It is true these regulations leave for the town's support certain families who have no claim on the municipality except that they have lived within the town limits for the prescribed number of months. These new people, single or in families, are unlikely to have the same municipal pride and community interest as those who were born, educated and married there, even if the latter have been absent either seven or thirteen months as the case may be. It is often the beginning of a much longer trail when a family returns to the town it has always called home after a year's struggle in search of work, only to find its members are now non-residents. They cannot understand this attitude and it destroys their self-respect. To be discriminated against in this way seems to them the height of injustice when they have shown enough initiative to get out on their own, hunt for work and try to support themselves, when to have stayed at home would have meant that the town had to support them during the months they were away.

As a result of these irregular and constantly changing settlement regulations, some extraordinary hardships have occurred.

A man, the lifelong resident of a certain town, heard of some work opening up a few miles away and optimistically hoped it would last for months. He and his family went off relief and moved there at once as he was promised a permanent job. The work lasted four months, at the end of which time the man and his family moved back to their home only to find that the residence regulations had been altered to the three-month-absence clause and they were considered non-residents. In desperation they returned to the town where he had the four months' work. Here the regulation was twelve months, so the family were faced not only with destitution, but with absolute starvation for eight months. In instances of this kind families have been driven to beg, to steal, or to take to the road as gypsies, unless some private agency or volunteer society was willing to provide them with the minimum of necessities until the period arbitrarily named by the town council had expired.

Occasionally, a family of excellent citizens are literally driven to be tramps by unemployment, a series of heart-breaking defeats and by existing legislation.

### **A Tragic Illustration**

Eighteen years ago Mr. W. a skilled mechanic, landed in Canada from a European country. With almost no difficulty he secured good employment. He worked steadily for three years, sent money home to keep his wife and children and saved as much as he could to pay for their passage out. He wrote glowing letters

telling the family of the splendid opportunities that awaited them, the chances to make something of themselves, the chances for education for the children. In 1925 he bought a house and that year sent for his family who came and joined him. The three children entered Canadian schools at once. At the end of three years he had made regular payments on his house, he had bought and paid for all his furniture and had a substantial bank balance. In 1929 he lost his job. For a year they remained where they were living on their savings. The interest on the mortgage on their house was allowed to accumulate. At the end of the year the mortgage was foreclosed. The family moved into a smaller and much less desirable section of the city carrying on again for six or seven months by selling the best of their furniture while Mr. W. combed the town looking for work. Finally, in 1931 they went on relief. By this time there were four children, the three eldest who had been born in Europe had attended school regularly, but had lost a lot of time due to lack of proper clothing and illness.

Still unemployed and getting desperate Mr. W. in 1932, on the advice of some friends, applied for an uncleared tract of land in a northern section of the province and moved there in the early summer. There were no schools within walking distance, and the family were isolated so far as social life was concerned. The father and the children thoroughly enjoyed the freedom and during the first summer, they built a house and began to clear six acres of land. In the fall a shipment of staple groceries and clothing arrived from the government re-settlement branch that had provided them with the land, and the first winter was fairly comfortable. With the coming of the spring another baby arrived. The mother's health did not improve as it had done when she had received proper hospital and convalescent care in the city. One of their crops failed and the promised fall shipment of supplies did not arrive. Mr. W. wrote repeatedly and reported the non-arrival of the clothing and asked for advice and help. His letters were acknowledged, but no suggestions were offered and no promise was made that any additional help would be sent. A terrible winter of cold and privation followed. The children were receiving no education, the mother was continually ailing, and after another crop failure the family decided that anything would be preferable to facing another winter so they closed up the house, abandoned the place and returned to the town where they had been tax-payers for ten years. They begged rides or walked all the way. As they had been away over three years they were not eligible for any help on their arrival, but a volunteer organization which had heard of their plight and had known them in happier times, paid for the rent of one room and there these seven people spent the winter.

On the advice of friends they borrowed money and sent up north for the furniture they had left in their abandoned house. With the exception of one bed and a chair the house had been ransacked in their absence and everything had disappeared.

### **After Fifteen Years of Good Citizenship**

This final break in the link with better times and their home, resulted in a complete disintegration of the family's morale. They gave up all hope of establishing a home, and set out to wander over the countryside, to earn a living by what they could pick up, and with some vague plan in mind that if they could make themselves sufficiently conspicuous they would be deported to Europe, which, in spite of fifteen years' absence, they now looked back to as offering them the only home they were ever likely to know.

### **The Migration to Warmer Climate**

A mild winter climate naturally has a great attraction for the homeless, and an annual migration takes place which creates a serious problem for the cities and towns in warmer sections of the country. Parts of southern Ontario and the Pacific coast in Canada, and the states of California, New Mexico, Arizona, Texas, Louisiana, and Florida have all felt this added burden. The possibility of regulating this seasonal influx of the destitute is difficult, and some vicious practices arise. The "bum blockade" became a serious issue in California and other southern states. The expense of transporting large numbers of homeless even as far as the state boundary led local authorities to adopt intimidating and sometimes drastic measures that savoured unpleasantly of kidnapping.

The net caught not only the tramps for whom it was spread, but practically anyone travelling without sufficient funds and walking or hitchhiking. Most of the schemes that were tried made little or no investigation of the transient's need and showed a remarkable indifference to any legal rights that the traveller as a citizen might possess.

While it is true that sections of the country with an equable climate receive more than their share of the destitute homeless, there is hardly a relief office anywhere that has not had an increase in transient applications during the last six years. Private agencies have been faced with financial crises of varying severity in their attempts to provide assistance for non-resident families, and a number have been forced to close their door entirely to "non-residents". Stories can be gathered from hundreds of urban and rural homes which illustrate their experiences in dealing with "tramps" who come to their door asking for money, food, clothing

or work. The too casual sympathy extended by individuals in the community to the homeless man has been responsible to some extent for the continuance of the problem in its present proportions. Individual residences are ear-marked as "good", "fair," or "rotten", and information regarding the liberality of neighbouring towns is passed freely around the box cars and jungles, so that in spite of a vigorous exclusion policy on the part of most town authorities, the transients still patronize the kindly door-steps.

## **II. EMERGENCY PHILOSOPHY HAS CHARACTERIZED NORTH AMERICAN MEASURES**

From the point of view of the community,—what has been done in the past, what is being done now to provide temporary care or permanent rehabilitation for these homeless individuals? The care of the indigent wanderer has been part of the charitable work of every town for many years. The easiest plan was the one usually adopted. Wire beds or wooden benches in the police station or town hall were provided plus a breakfast of bread and cocoa or coffee. The men were turned into the streets early in the morning and told to move on to the next town before dark or a gaol sentence awaited them. They sometimes chose the gaol. Owing to the numbers applying for help in the larger cities a hostel was utilized (in certain places this was under the auspices of the Salvation Army) where a bed, and two meals were given. In some cities the one-night accommodation was extended to three, especially in severe weather.

It is astonishing, but nevertheless true, that a goodly number of towns to-day still pursue much the same policy. Bed accommodation has naturally increased, and a supper of bread and cheese has been added, but the "passing on" system is pursued as strenuously as ever. Centretown sees its own little problem of the tramp from the angle of this winter only, and it is quite satisfied if it can clear the gaol or the cellar in the town hall by Saturday night. The total amount of energy and money thrown away on this dead end policy is impossible of computation, but must in some communities have reached by this time quite a startling figure.

### **More Generous Provision Since Depression**

Since the depression most of the larger cities in Canada have established night hostels in conjunction with municipal kitchens. In a few cities the men can receive two meals a day—at 10 a.m. and 4 p.m.—in a general dining-room, and where they can claim city residence are allowed a small grant per week to cover room rent.



This grant has been criticised because unless a man can earn something to supplement it each week, it results in his seeking shelter in unsanitary and overcrowded rooms. Some of the night hostels in operation are equipped with baths, laundry tubs, soap and ironing equipment and a barber shop, so that the men are encouraged to present a clean and tidy appearance. This type of organization equipped to deal quickly with hundreds of human beings precludes any likelihood, however, of individual attention. Unless a man is notoriously destructive he passes unnoticed as an insignificant unit in a vast herd.

In certain cities publicly or privately endowed ventures have been of great assistance. The Montreal Day Shelter did a splendid piece of work during the winters of 1931-1932 in providing a type of club-shelter where the men were given opportunity for amusement, reading, or the development of some trade-skill in a clean, warm building during the day. Reasonably good behaviour was all that was asked from the men, and the Shelter officials endeavoured as far as was feasible to give the men a sense of freedom and to develop their self-respect. That the men quickly responded to the treatment they received is evidenced by the numbers who attended. During February 1931 the daily average of entries into the building was 10,614, though this did not necessarily signify only one entry a day per man as they were allowed to come and go as they liked. About twelve hundred letters a month were written by the men to friends or relatives with writing materials and facilities provided and on an average twenty-two hundred books or magazines were handed out each day. On first application the man's circumstances were carefully inquired into, and he was given a membership card which thereafter admitted him to the Shelter and its varied activities. Philadelphia has had a somewhat similar club-shelter, and other cities have tried the experiment of reading rooms, playgrounds, training in dramatics, and adult education classes to give the homeless some occupation during the day.

### **Work Relief Camps**

Work camps of various kinds have met with considerable favour in Canada since the early days. Canal building, mining and lumbering, highway and railway construction work have all been undertaken mainly from a camp base. In an average year it is estimated there have been regularly employed from 80,000 to 120,000 men in these camps.

The suggestion to provide camps for unemployed single men was made after a few months of depression and the provincial and federal governments eventually undertook to finance and supervise

a number of such camps. In these transient camps for the able-bodied homeless under government auspices valuable work was accomplished in the clearing of waste land, reforestation drainage and water works in the neighbourhood of cities, airplane landing fields and highway construction work and other improvements designed to add to the suitability of certain areas for settlement.

In most of the camps the physical condition of the men was well looked after, and the sleeping huts were clean and warm. The efficiency of the recreational and education programmes depended a good deal on the interest and initiative of the local camp administration.

It has been estimated that this camp population fluctuated from 40,186 to 23,491 with between 20,000 - 25,000 men on an average in camps over a period of years. While some of the men adapted themselves to camp life and had had considerable experience of it, the big majority disliked the life, and chafed at the co-ercion and the discipline enforced. Many went to camp against their own expressed wishes, faced with no alternative but starvation. For the most part they were shut away from normal contacts and felt that if they were back in their home town they could have secured a job long ago. The report of the Committee appointed by the Dominion government to survey the conditions in Federal Relief Camps last year stated in effect that these groups of disgruntled, unhappy men provided an ideal forcing-house for the spread of sedition.

### **Dissatisfaction Widespread, Alternatives Proposed**

The men chosen for maintenance in one of these government camps were usually picked from the district surrounding the camp or from some urban centre not far distant. They were supposed to be physically fit, and were selected from the transient, homeless group, and from the families already in receipt of public aid, where one or more adult sons, unemployed and discontented added considerably to the burden of the local relief officer or the police. The men were obliged to remain in the camp to which they were sent, unless they could show a sufficient cause for leaving, which was usually that they would no longer be a tax on the public purse. If they insisted on leaving without justifiable reason the camps refused to re-admit them. While an effort was made in this way to provide the unemployed single man with food and shelter and some small remuneration, there was an obvious, though unexpressed desire, on the part of the officials in charge to clear the country of idle able-bodied men who were potential sources of discontent and disorder and at the same time to make the men work for the food

and shelter given them. Following the report and recommendation of the government appointed committee, as noted above, the camps under government auspices were gradually disbanded last year.

At the time of writing there are no relief camps functioning under Federal control.

The closing of the relief camps was followed by a broader development of the Farm Placement plan and an attempt to expand employment available in summer construction work. Future plans for this summer work are not yet available. Last summer under this scheme the two railroads employed about ten thousand transient men on road repair and construction work. This work ceased with the coming of the autumn.

The Farm Placement plan which before the closing of the camps was already in existence in several of the provinces, is being developed further in five of the nine provinces. The plan is to provide care for homeless unemployed men and women on farms. The scheme is financed on a fifty-fifty basis between the Federal and Provincial governments. Under this scheme thirty-five thousand men and sixty-seven hundred women are now employed on farms. The farmer is given \$5.00 a month and the man or woman placed on the farm is paid \$7.50 a month, \$2.50 of which is held back and paid out in a lump sum when the man or woman leaves the farm permanently. It is estimated that about sixty per cent of those placed have remained on the farms. A certain leeway is allowed and the single unemployed people placed in this way may transfer from one farm to another if they find they are unable to adjust in a particular situation. It is planned to develop this Farm Placement plan still further.

From Ontario east there has been a considerable revival in the mining and logging industries which have absorbed a certain percentage of the transient men in the eastern provinces quite apart from any definite plan made for their employment by the two governments.

In both Canada and the United States a few cities have attempted a careful enumeration of the number and type of transient unemployed coming to the public and private social agencies for aid, and some analyses have been made of the problems presented. Reports from statistical tabulations by the officials in charge of Government camps for transients have resulted in greater uniformity of treatment and broader plans for industrial and general education programmes. By and large however, on the North American continent, any efficient correlation between the statistical information secured in a somewhat hit and miss way, the case-record material available on the subject in the files of certain

agencies, the rehabilitation schemes in existence, or the government employment services would be looked for in vain.

### **U.S. Transient Camps Under Broader Policy**

In the United States when the Roosevelt administration came into power the Federal government immediately took a more direct interest in the administration of transient camps and hostels which were established across the country. The transients in these hostels and camps could be divided roughly into three groups: a minimum of criminals, gangsters and petty thieves; the regular hoboos, the well known ne'er-do-wells, who have always attracted more popular attention than their small numbers justified; and the largest group composed of the young harmless, aimless, curious-minded out-of-works. The campers were allowed considerable freedom to move from camp to camp. Case-work and group work were stressed as integral parts of the camp or hostel programme. Personal interviews were conducted by experienced social workers who communicated with social agencies in the various cities and towns, and endeavoured to re-establish the younger men in the communities from which they came. Where women and girls were found "riding the rods" or living in a "jungle town" they were referred at once to a social agency which inquired into their circumstances, and made some arrangements toward their welfare and re-establishment. Girls travelling on their own as tramps in this way, were comparatively rare, though families on the move were frequently encountered, particularly in the South. When the Federal camp programme was working efficiently it was quite successful. The jungles disappeared and the freight train operators reported a rapid decrease in "passengers".

Unfortunately the programme had far too brief a life really to show what could be done. In the spring of 1935 the whole Federal Emergency Relief Administration scheme was abandoned for a new plan under the Federal Works Progress Administration. The unemployed were divided into employables and unemployables, the latter being left as the entire responsibility of the state or city where they had residence. No provision of any kind was made for non-residents, either families or single men and women. The relief camps and the hostels under Federal control were closed. This abrupt termination of the work done through the relief camps without any alternative provision for the care of the men thus turned loose proved a serious mistake. Private social work was utterly unable to raise suddenly the necessary funds to undertake this work on the scale required by the magnitude of the problem, nor was it possible to handle such an influx of the destitute with the



size of staff with which most of the agencies were struggling to do their work. In September 1935, in New York city alone, 6,876 transients were cared for each day of the month.

### **W.P.A. Attempts First General Statistical Analysis**

Under the Social Research Division of the Works Progress Administration of the United States a careful study has been made of the numbers and condition of the transient unemployed and some interesting facts have been brought to light. It has been estimated that at no time have these transient homeless amounted to 500,000 persons for the whole of the United States, though in the late fall of 1934 they reached about 360,000. Whether this figure is an all-time high or not it is impossible to state, as the difficulties of even estimating the numbers of these wanderers are almost insuperable.

The report states that transient men under twenty-five and boys were much more resentful of the methods of the bureaux or camps than the men over thirty and tried to avoid all contact with agencies whenever possible.

### **Two Percent Girl Hoboes**

The percentage of girl-hoboes was small, not more than 2 per cent of the entire homeless group. The personal and social problems which must exist even among this comparatively small number of unattached, homeless women however cannot be regarded too seriously. In the family groups the percentage of women rose rapidly, and there were many more cases of a woman with children and no husband wandering up and down the country, than there were of a man with children and no wife. The average transient family was smaller than the average family on the regular relief lists.

In the occupational grouping the unskilled worker predominated. Those who had no work experience of any kind were few—3.8 per cent of the whole unattached group. The male heads of families had decidedly more favourable work histories than the single men, and many more were in the semi-skilled or skilled categories. The single women were almost entirely in the unskilled trades, particularly domestic occupations. Except for a few isolated individuals the whole group appeared to have left home originally confident that they could find work in some other city.

The educational level reached by the unattached transient shows from the returns received that 68 per cent had at least a grade-school education, and only 2 per cent reported themselves as never having attended school at all. Thirteen per cent stated they had completed high school and one percent that they had completed

a college course of some kind. The educational level of the heads of families reported was slightly lower.

As is to be expected, an overwhelming proportion of both families and unattached individuals came from urban centres. The family groups were divided about equally between towns of from 2,500 to 100,000 population and cities of over 100,000. The majority of the unattached single men came from the larger cities that is, cities of 100,000 population or more.

### **Favorite Modes of Transportation**

The mode of transportation used by these travellers shows that the majority of these drifting families own automobiles or trucks and use them. A smaller number hitch-hike their way from place to place. Very few of them rode the rails in or on freight cars. The unattached men on the other hand used the freights frequently, hitch-hiking coming next as a means of transportation. The box-cars however were at least three times as popular. A small percentage in each group paid their own way on the regular passenger trains making use of cheap excursions whenever possible.

This report on the unemployed transient population in the United States says in conclusion that the circumstance of widespread unemployment is the largest single factor in causing people to leave their homes and that they begin their wandering life in order to look for work. An unemployment crisis builds up enormously on the comparatively small though permanent group in the nation consisting of migratory labourers, confirmed tramps and so forth.

### **Majority Not Habitual Wanderers**

The present group of homeless transient persons rarely consists of the same individuals for any appreciable length of time. These people whether single men or family units are not habitual wanderers, and most of them have been forced into this life by the restrictions of the present residence laws. The whole group is in a state of flux, certain individuals settling down and working for a few months in one place and others in the same place losing their jobs and moving out and taking to the road. In the majority of cases this drifting up and down is wasteful of time and energy and accomplishes nothing, but it gives the individuals a feeling that they are making some effort to find work and provides a relief from monotony. These persons as a rule made no systematic hunt for work however, nor consulted reliable sources of information regarding employment areas. Actually the movement has been away

from the industrialized eastern cities, into the south and south-west where the opportunities for the employment of casual labor were never great except for a few weeks during harvest.

Until employment opportunities increase the transient problem will continue, and to try to return individuals or families to their place of legal residence is a more or less useless expenditure of time and money.

### **III. EXPERIENCE IN UNITED KINGDOM**

At the beginning of this article it was pointed out that early in Tudor times the problem of homeless families and vagrants caused a great deal of trouble in England. Since that period Great Britain has passed various laws and instituted forms of relief for the care of these destitute persons. The Casual Ward is an old institution in England and followed along much the same lines as the temporary shelter or hostel has done in the past on the North American continent. Shelter from inclement weather and one or two meals was the usual type of help given and little attention was paid to the individual himself or the problems and difficulties which he faced and which had made him what he was. These wards were often ill-equipped, unsanitary, damp and verminous.

But within the last few years Great Britain has made tremendous strides in the study of the problem of vagrancy and in inaugurating methods for the immediate relief and permanent rehabilitation of habitual wanderers. The condition of vagrancy as seen in Great Britain has been broadly described as presenting three main problems:

1. Unemployment—with the unskilled and untaught forming a large majority in the ranks of wanderers.
2. Premature old age accompanied by physical or mental disabilities which preclude the likelihood of the person so afflicted ever getting back into the ranks of modern industry.
3. The heart-breaking deprivation, disappointments, and hopelessness which follow close on an inability to find work, particularly the type of work for which the applicant is suited, coupled with the inability due to extreme poverty to make a place for himself in the community and to take any active part in community projects.

#### **Training Centers Help Transients Settle Down**

Under the Poor Law Administration of the Ministry of Health the study and relief of vagrancy has been listed as a separate item

and an attempt has been made to provide a solution for the problems enumerated above. The Public Assistance Committees of various local district administrations have set up Resident and Non-Resident Training Centres where the young and more hopeful of the transient population can receive training in some suitable and remunerative form of work. These training centres operate as all-the-year or summer centres. The London County Council has provided a hostel for young casuals who after a personal interview and a careful investigation are judged to be the type who will benefit by some particular form of training and who possibly on account of their age have been unable to find employment and have never held a remunerative job for any length of time, and so have acquired no type of skill.

### **Transients and Residents Together**

At these training centres the transients and the resident unemployed are not separated in any way so that the young transient has an opportunity to meet and make friends with the more settled workers of the country. The type of training given at these centres is training in agricultural work, utilitarian services of all kinds connected with different institutions; work connected with repairing, carpentering and brush making, mechanics training, etc. Some part of the day is set apart for purely recreational activities, games of various kinds and swimming are taught, and the men are given physical exercises to improve their general health. Persons who are sent to the non-residential training sections have to attend for a weekly period of twenty hours. Married men are not sent to residential training centres.

So far as is possible every effort is made to provide some centre of interest sufficiently near the men's own home as to make attendance for them possible. The National Council of Social Service has made an excellent contribution in providing community clubs in areas where unemployment is an especially serious problem, stressing particularly work for boys and girls of school-leaving age where they will have an opportunity to develop skill in some trade; they can pursue any particular talent that they may possess, and can be made to feel that they have a certain responsibility and personal interest in the life of the neighbourhood in which they live.

### **Services Coordinated in Metropolitan Area**

In London where the problem of the homeless has been for centuries a most serious one, considerable success has been met with in the co-ordinated methods of the voluntary societies and government organizations to ensure suitable care. All the work



that is done for the homeless in London passes through the hands of an advisory committee appointed to assist the Metropolitan Poor Law Inspector. In the central London area police officers on duty at night are supplied with tickets which they distribute to any person they find wandering about or sleeping out in open spaces or under bridge arches. Under the Charing Cross Railway bridge there is a Homeless Poor night office where an officer from the London County Council is always on duty to interview an applicant and give him an order to one of the charitable agencies or the hostel mentioned previously or to a Casual Ward. The Casual Wards are reserved in the main for the older type of vagrant who it is felt will not respond readily to any type of treatment. Where an elderly man physically unfit turns up again and again for a bed and meals at a Casual Ward an effort is made to get him sent to a suitable institution where he will receive proper food, medical care, and where possibly he can be fitted to do some light work.

The accommodation provided in the Casual Wards has received a complete overhauling, and dilapidated buildings have been replaced by new ones with proper facilities for cleanliness.

The average number of casuals relieved over a three year period is as follows:—

1932 - 33	1933 - 34	1934 - 35
14,815	14,319	12,620

The Labour Exchanges are used extensively in making rehabilitation plans for transients, and the Training Centres are closely linked with the Exchanges, also the work of the Centres is regulated in a large measure by the reports received of employment opportunities and the need for special types of training.

In a one-night check-up in the London metropolitan area in November 1935 to ascertain the numbers of homeless sleeping out in the parks or streets, 77 persons only were located who had nowhere else to sleep. Considering the 10,000,000 odd persons who inhabit the area and the number of casual people who come in and out of the port of London every day, this is a surprisingly small number of homeless.

A clear distinction is made in the English Vagrancy Act between "a person wandering abroad and lodging in the open air, a barn or outhouse" and "a person lodging under a tent or in a cart or wagon with or in which he travels." Campers, tinkers and caravanners are not considered in the same category as ordinary vagrants.

## An Official Report from Scotland

Under the Department of Health for Scotland a Departmental Committee has made an exhaustive report on Vagrancy in Scotland. This report recognizes that from time immemorial there has been a wandering class, masterless men, gypsies, tinkers, beggars and fugitives from justice, and that the numbers in this group have been tremendously increased by the economic conditions of the last six years. Genuine work-seekers with some degree of trade-skill and the occasional or itinerant worker have joined the wanderers in large numbers.

It is generally recognized that in this group are a large percentage of the mentally and physically incapacitated, a far larger percentage than in the ordinary community. These ill, infirm and mentally subnormal people wandering from place to place must constitute a real menace to public health and to other able-bodied vagrants, more especially as their unsettled life, their poverty, and the miserable shelters which they frequent render cleanliness almost out of the question.

With the exception of tinker and gypsy women the percentage of women vagrants is small.

The following table going back some years shows the number of vagrants according to police censuses.

YEAR	Total No. for previous six month period	Percentage of total men in group for same periods
1888 (Dec.) .....	8,302	64
1905 (June) .....	9,567	62
1909 (   ) .....	10,474	67
1913 (Dec.) .....	5,899	76
1918 (June) .....	2,682	60
1935 (   ) .....	6,203	56
1935 (Dec.) .....	4,865	56

In Scotland the destitute homeless are divided into four groups:

1. Vagrants holding licences as pedlars or hawkers.
2. Vagrant tinkers or gypsies.
3. Aimless tramps and beggars.
4. Others.

The accommodation provided may in some instances be fairly satisfactory, more often it is poor and sometimes it is so far below the minimum of health requirements as to be in need of immediate attention. The accommodation is of six types.

1. Poorhouses where vagrants are admitted and treated temporarily as an ordinary inmate.
2. Detached wards closely connected with poorhouses.

3. Casual shelters.
4. Rooms in private houses rented for this purpose, by the town authorities.
5. Salvation Army and Church Army Hostels.
6. Police cells.

The casual shelters and the rented rooms in private houses presented the greatest menace to health and decency. Some of these casual shelters visited by the Departmental Committee were in tumbled-down out-buildings, and could not have been examined by those responsible for them for a long time as they were damp, unfurnished, full of filth and verminous.

According to the report, in the cities the Poor Law authorities leave a considerable proportion of the care of the non-resident homeless to voluntary charitable organizations. This is due in part to the fact that city poorhouses are situated in most instances a long distance from the centre of the town.

The report emphasizes one aspect of the problem that is not of serious moment in Canada where our severe climate precludes the possibility of people wintering in tents, and that is the condition of the tinker-gypsy caravan population whose recognized means of livelihood has been largely destroyed with the influx of the able-bodied unemployed, destitute, single person, particularly men.

Certain recommendations are made by the report.

1. That the aged, sick and diseased should be taken off the roads, if necessary by force, and put in institutions where their needs can be attended to in suitable and cleanly surroundings.
2. That careful and continuous supervision should be given to casual shelters and rooms in lodging-houses, and a certain minimum standard of decent accommodation should be demanded.
3. That all vagrants applying for relief should be medically examined at regular intervals.
4. That small, dry shelters should be placed at regular intervals on the highways, and that opportunities for washing and suitable sanitary equipment should be provided. As the need for these shelters decreases they should be removed or their number considerably lessened.
5. That a co-ordinated system should be set up for the reclamation and suitable training of the young person who has taken to the road because of the impossibility of finding work, and that every means should be employed to prevent him continuing his wandering life for any length of time.

#### IV. A PLEA FOR COMMON SENSE AND HUMAN FEELING

One of the most serious and deep-rooted of the many difficulties encountered by those trying to solve the transient problem is the nearly universal attitude, not only of the community at large, but of the officials actually in charge of any schemes put into operation for their benefit, that this is in the main a worthless group, lazy, immoral, dishonest and anti-social. That the transients are destructive of property and are not above removing anything moveable that is provided in the hostels or shelters for their comfort and selling it, is probably too well attested by responsible people to be seriously doubted. Even after receiving what is called by those in authority "excellent treatment" the recipient of these favors often creates a disturbance himself or incites others to disobedience.\* There are however, reports on record which tell such a different story as to make an objective observer pause and think. The Montreal Day Shelter for instance, reported excellent behaviour on the part of the men and a surprising degree of honesty and offers of help and interested co-operation. What makes the difference and what is the reason behind these conflicting attitudes?

##### **The Life and the Attitude it Breeds**

From the better educated and more intelligent men who from time to time come to the front of the transient mob in hostel or camp, reports can be obtained of their life and the attitude it breeds. In New York the Transient Bureau sent out at two-year intervals members of its staff to investigate the hobo's life and without money to gain practical experience of how the machinery worked. From both these sources the reports are the same. With a few, a very few, exceptions, the men are treated without consideration or regard for the fact that they are human beings with individual problems and sensibilities. They are herded together, given the minimum of food and shelter, often accompanied by grudging and abusive comments. The only spark of interest exhibited by many officials in charge of Shelters and Town Hall basements was when the men stated they "were moving on to-day". Where disinfectant is used in the sleeping quarters and where these are heated, the fumes are sometimes so overwhelming that the men have sore eyes for days afterwards. Where a bath is compulsory this too is so full of disinfectant that an irritating rash results. In ninety percent of the cases the men in charge have little comprehension of the problem they are dealing with, or judgment in carrying out regulations.

\* Who has not heard of the housewife who lost a good winter coat or her pocketbook after preparing a hot meal for the "beggar" at the door?

With these homeless men the restraining influence of social approval,—the interest of neighbours, relatives and friends, is absent, and they react to being treated like animals by behaving like them. One of the investigators sent from the Transient Bureau in New York reported at length on his experiences in a night hostel. As the men filed in the warden and his assistant talked openly of taking the milk and selling it, and that if the "bums didn't like their coffee without milk, they'd kick them out". This same warden was full of righteous indignation the following morning when one of the men was discovered taking a blanket from the bed. This investigator finally says, "At the end of each day on the road I have a better understanding of the impulses behind the most extreme radicalism."

### **Some Primary Considerations**

In considering plans to meet the needs of the transient poor, certain points appear to warrant particular consideration in the foregoing study :

Unemployment is the main cause behind an increase in transiency.

Since early days a distinguished feature of the labour market in North America has been a more or less permanent supply of casual itinerant workers. On account of the seasonal nature of a number of our basic industries this mobile labour supply would appear to be necessary.

The main body of the wandering homeless are men, and in the main they are unskilled workers with a minimum of education.

A larger proportion than usual of this group are physically unfit and psychopathic.

The overwhelming proportion of the present treatment accorded transients is indifferent, extremely variable and sometimes positively abusive. The result is destructive of his morale and self-respect and creates antagonistic and anti-social attitudes particularly in the young.

An analysis is needed of the whole situation from coast to coast and three distinct situations must be considered,—

The care of the homeless non-resident people now wandering through our cities and villages.

A scheme that by education and training will remove the young transient from the road and rehabilitate him in the community. This cannot be accomplished by merely paying his fare back home.

A realization of the problem and the treatment needed for the unfit.

M. T.



## THE RELIEF OUTLOOK IN CANADA

WINTER 1936-1937

**P**RACTICALLY everywhere in the country a more optimistic and buoyant spirit prevails. Encouraged by "dollar wheat" and a firm market, many of those in the dried out areas still look forward to "getting on their feet again" after four or five years of almost unbroken drought. A fair index,—the returns in the various community chest campaigns in Canada and the United States show a consistent increase over the last year.

### The Coast

Our Pacific Coast has benefitted by marked activity in lumbering and mining and one of the heaviest salmon packs in its history. Such developments could not but affect manufacturing and all secondary business and commerce. But the spring and summer reduction in relief totals, though continuing into the autumn, have not shown any drop for the whole province fully commensurate with its undoubted recovery, and October and early November returns indicate an upward movement again, which will probably mean that the winter load will not be very far below 1934-5.

### Central Canada

This is fairly representative of trends in many other parts of the country, though many Ontario centres, notably Toronto, Hamilton, London and, in lesser degree, Windsor seem to be maintaining the fairly steady decrease of recent months, and can report totals comparing favourably with last year's. Homeless men are congregating again in the eastern cities. On the other hand, a few Ontario centres report some loads equal to last year's or slightly higher.

The whole Province of Quebec seems to have experienced a fairly consistent increase in relief recipients, possibly because of special relief works projects this summer which stimulated a demand for employment, and upon the termination of which there was a fairly automatic movement to seek relief. The City of Montreal, where a heavy relief works programme is in process, is nevertheless experiencing a recent upward movement on to relief, especially marked in the case of single men, many of whom are transients. The City of Quebec is still showing the effects of the much lighter cargoes going through its ports, while there seems also to have been some slight increase in industrial workers seeking relief.

### The Maritimes

Nova Scotia has been recording decided improvements in the situation, where loads are reported as almost 50% below that of

last January for the heavier relief areas of the Province, though in Halifax an increase of approximately 15% over last autumn is recorded. In Sydney, with renewed activity in the heavy industries, relief totals have been cut to a figure which is 65% below 1934 totals. Relief is still comparable with conditions in part of 1934, however, for the Province as a whole.

New Brunswick's announcement that direct relief has been terminated there is apt to be misleading as to actual conditions in that Province. The Province has really amalgamated its Dominion aid for works and direct relief into one programme of works projects and has ceased to grant direct relief aid to the municipalities. The latter have therefore been forced to assume the financing, entirely from municipal funds, of all direct relief to people in their own homes, under the existing poor law of the Province. This responsibility is bearing particularly heavily upon such communities as Saint John, Moncton, Chatham and Newcastle, where dependency among the unemployed is still very heavy. These four communities alone have over 9,000 persons in receipt of direct relief, while all other parishes through the Province may have another 2,000 to 3,000 more. Direct relief need has not terminated with the cessation of direct relief, but remains comparable in these larger communities at least to the 1934 load.

### **Other Favourable Portents**

Prince Edward Island's problem has shrunk almost to the vanishing point, while several hundreds of municipalities in similar agricultural backgrounds in the Eastern Townships of Quebec, the Nova Scotia valleys and the established farming areas of Ontario report no need for special relief this year, and the great Peace Block has had a good year, though marred in its promise by the early frost. Northern Ontario has also responded to increased lumbering activity, following on housing activities in Britain, the United States and Canada, and satisfactory export conditions with the former countries.

The movement of our wheat to foreign markets has benefitted many communities through the stimulation of transportation and shipping but it is well not to build too much on this since short crops at home and abroad rather than recapture of the foreign market explain the situation. At the "head of the Lakes" one hears talk of "seeing the bottom of our bins again," and no one has been that sanguine for years.

The energetic Home Improvement Plan of the National Employment Commission promises needed resuscitation to the building trades everywhere.

In Nova Scotia, Quebec, Ontario, in the Prairies' new north, and at the Pacific Coast, mining is the lodestar of recovery. Much of this activity is soundly founded but it is well to remember that fundamentally the situation is not changed to the degree that present activity would suggest. Heavy rearmament is affecting the demand, and different currency policies are making profitable the development of low grade ore beds. It may not be well to place too great reliance on programmes in which some elements may not be permanent.

### **The Drought Land**

But from Central Manitoba to the Rockies, in that part of our land where of old optimism knew no limits, and the world was yours for the taking, this great country nurses a tragic sorrow, the full pity of which can only be glimpsed by those who knew the West of old, who have known it in all these last six years of waiting for "a good year next year."

A tragically large drought area begins in South Western Manitoba, runs in a narrow band westward to about Swift Current, leaps there far north and carries over into a great slice of Alberta stretching north to south and westward over a third of the Province. That great area lies like a blight on Canadian recovery; in it possibly 300,000 normally self-supporting Canadians will need public aid this winter. It is likely to be much more than double the total who were dependent through adverse circumstance last year.

The country has welcomed announcement of rehabilitation and re-settlement plans, and the evidence of an energetic programme of survey and surrender of lands where nothing but abandonment can bring hope of re-establishment. But the western tragedy has affected relief loads in all the western cities, sending them high again, though Winnipeg, because of the transfer of heads of families from direct relief to relief works, has not moved sharply upward as might otherwise have been anticipated. The drought has added to the hordes of dependent homeless men, deprived of harvesting employment who face the winter without even a grubstake. For many of them and thousands of moneyless agriculturalists, the subsidized farm placement plan, now in force in the Prairie Provinces for several years, has been expanded and stimulated.

### **Relief up 6%-8% with Anticipated Further Increase due to Drought**

Were it not for this great load in the drought areas the totals of those in receipt of relief would compare fairly closely with last year's totals at this time. As it is, quite apart from drought relief, the loads look as if they would stand (as at the first of December) at a figure representing 6% to 8% increase over comparable 1935

totals. As dependency grows in the western drought areas an even heavier increase may be expected. In fact, were all those now aided through special works projects, farm placement, etc., included, the number of persons receiving assistance, directly or indirectly, may even rise to a figure as high as 12% above last year's totals at this time.

In the early days of last December, direct relief went to about 1,135,000 individuals, of whom 125,000 were in the drought areas, while 40,000 homeless persons received relief aid. At the first of December this year, those in receipt of direct relief, allowing for 10,000 in receipt of direct municipal relief in New Brunswick, will likely run from 1,050,000 to 1,100,000 of whom those aided in the drought area will likely be not less than 150,000 to 175,000, and all of whom but 25,000 to 30,000 will be in Saskatchewan. By mid December the aggregate may go as high as 1,200,000 again.

With the business index in Canada showing an improvement of more than 50% from 1933; and with employment up about 30%, there can be only grave realization that we are not breaking the line of national relief totals when these show only about 18% to 20% reduction over those at the corresponding period in the depth of the depression.

### **Explanations**

There are some explanatory considerations which modify the situation. The drought has affected the purchasing of manufactured products and consequently retarded earlier promise of more employment in industrial, business and commercial projects.

Many firms all across Canada have had employees listed as employed on short time; others have had large numbers on supplementary lists. These, most of them,—how one does not know—have kept off relief lists. The employment statistics show their return to work but this does not affect relief totals.

Many plants have put in labour saving devices as part of a depression overhaul; for instance, the introduction of the dial 'phone, and of electric refrigeration have moved apace in recent years. These throw more people out of employment as others move in from relief lists.

The normal balance between new workers and the retirement of old workers is all "out of kilter" because with many of the latter who have been on part time, laid off, or lost their jobs, savings have gone and they must work years longer for maintenance alone. Some centres report idle workers, desperate for employment, undercutting in wages, obtaining work and throwing those formerly employed into relief dependency.

All these considerations affect the situation, but in its residuum it comes down to two or three stern realities, of which one is that the depression has left Canada with a burden of economic dependency just as surely as the war left her with a \$42,000,000 annual war pension burden. Somewhere, we do not know where, there is a highwater line of broken, dispossessed men and women, most of them in upper age groups, who with their dependents will form the solid core of our needy for much time to come. About 50% of those on relief have been on now fairly steadily for nearly three years.

Along with these totals of older persons long on relief there is the accretion of the infirm, the aged, and of the socially mal-adjusted,—the generally socially dependent and unemployable who, in the absence of adequate provincial and municipal welfare services to meet their needs, have been garnered into the general classification of direct relief.

The Province of British Columbia has made an analysis of those in receipt of direct unemployment relief, over a three month period, that is of tremendous significance. It was found that about 90,000 individuals were in receipt of such aid, of whom 34,280 were heads of families or single men. But, of these, no less than 11% were found to be quite unemployable; 15% partially disabled; nearly 17% over sixty years of age and whose re-establishment on their own earnings was problematical, while nearly 10% were farmers. The problem of full re-employment, therefore, affected but 16,000,—48% of the total.

The Registration project of the National Employment Commission shows an awareness of this development in the situation and gives some ground for hope that it will be attacked for what it is,—a permanent problem in social care.

### **Wage and Relief Scales**

Then there is no doubt whatever that a most serious situation has arisen in the relationship of relief rates to prevailing wage scales and to the average earnings for the unskilled and semi-skilled worker who makes up anywhere from 40% to 60% of the relief rolls. Though relief scales in numerous municipalities in Canada bear no relationship to minimum subsistence needs, others, especially in the larger centres, while admittedly conforming with minimum standards only, exceed, for the man with more than three or four children, full time or average earnings when employed at prevailing rates in unskilled and semi-skilled pursuits. The assurance of family income to the wage earner with a moderate or larger sized family, at a minimum level of subsistence when unemployed, and his



dependence, if employed, on a much lower level from his earnings, is perhaps the greatest single factor contributing to the somewhat static situation in relief rolls in many centres to-day. Practically minded workers will not accept employment if greater economic security can be anticipated on relief.

This problem has a disturbing angle of its own. The position of the worker of low income becomes increasingly difficult with mounting taxation and living costs and the issuance to his neighbours on relief of allowances that enable them to maintain a higher standard of shelter, to obtain medical care on call, and generally to enjoy greater economic security. This problem is akin to that of the relationship between prevailing wage rates and earnings and relief allowances. If it does not receive constructive attention there will inevitably be a tendency for the discouraged low paid worker to find this comparative security of public assistance.

### **Special Problems**

Special problems continue to stand out in the common problem—the homeless man who is not absorbed in farm placement or in heavy manual work projects because of unsuitability, age or handicap; the aimless, restless youth who has never known employment or sees no hope in temporary occupation or “made” work; the increasing number of displaced, older single women; the growing problem of the non-resident individual or family shoved from municipal pillar to provincial post and back to emergency relief or private charity; and the mounting percentage of burned out war veterans, seeking something to eke out the veterans’ allowance.

Relief costs not only are not decreasing but increasing as persons long without income, whether on relief or idle, face complete depletion of their resources and seek the meeting of their needs from social assistance. Also, as economic dislocation continues, families of younger workers and therefore smaller in numbers come on the relief lists, and this smaller average number in each household tends to raise both the average and per capita costs. An upward movement in the costs of some foods is directly affecting relief costs, while the need for medical and health care for thousands on relief is forcing municipality after municipality to some experiment in providing such services at public cost. State medicine looms on the horizon as a problem that is no longer academic.

Also, as costs mount and the relief loads do not diminish in an obviously improved economic situation, there is a growing impatience everywhere, and an enlarging lack of sympathy with the unemployed because of the general impression that many will not seek or take work. This is true of some proportion of those

whom careless, mass handling of the problem has encouraged in dependency. It is not true of the greater number of formerly self-supporting workers who ask only the opportunity of employment to demonstrate their willingness to take it. Adequate organization of the public employment service and effective re-organization of the relief services are needed if justice is to be done alike to the taxpayer and to the bona fide unemployed, genuinely in search of work.

### **Municipal Politics**

Controversy continues to rage as to the merits of relief in cash or kind with little constructive exploration of the problem through wise experimentation or demonstration.

Certain provinces are definitely attempting to set up more constructive provisions for minimum standards and procedures in the granting of relief. Different municipal officials have shown that granted some measure of freedom and support they can affect local relief loads and improve the whole administration of relief, but almost everywhere the ugly head of political interest and manoeuvre rears, and there seems little hope of any broad advance towards permanent achievement in the way of relief control and the evolution of sound systems of public social assistance unless and until the public welfare, like public education and public health, be organized on a permanent basis and entrusted to representative and non-political local boards, with assurance of a reasonable tenure of office.

### **The Challenge to the National Employment Commission**

The National Employment Commission, upon which are built high hopes of attacking the situation, free from the limitations of the ordinary machinery of government, has not had time to get its teeth into the problem. The data essential to adequate knowledge of the problem and so to constructive planning have not been available on a national scale; their collection and collation must necessarily involve months, and policy and programme cannot issue until they are closely studied.

Everyone intimately associated with the problem looks to the Commission for leadership in three tasks of vital import to Canadian life—the development of effective collaboration between government and private enterprise in the organization of production, and so of occupation demand in industry and agriculture; the early establishment of an effective employment service throughout the country, and the co-ordination of relief services along sound lines. Upon the Commission's success in these endeavours Canada's further recovery will very largely depend.

(A statement issued by the Board of Governors of the Canadian Welfare Council).

## HOSPITAL SOCIAL SERVICE\*

MISS J. M. KNISELEY

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**S**Ocial service is the science of philanthropy. It is service to society. Medical, or hospital social service is service to society along medical lines. Its objective is public health in the broadest sense of the term—the prevention and extermination of disease.

Social workers in their search for causes of poverty and vice, discover diseases such as tuberculosis, alcoholism, malnutrition, and those diseases which accompany work in certain industries. The medical profession in its search of the causes of disease finds poverty, ignorance and vice.

The hospital social worker in her team-work with doctors and social workers generally, does her part to assist in the alleviation of poverty, the enlightenment of ignorance, and the betterment of social conditions.

Social service is almost as old as history. Medical social service belongs to modern times.

On this continent we owe it largely to Dr. Richard Cabot of Boston that social work in hospitals was developed, and has become such a powerful ally of the doctors. Practically every hospital of any size in the United States has a fairly well-developed and equipped social service department. As in the British Isles, it is considered a profession in the United States, and the workers there have a strong organization to which membership is accorded only to those who have specific qualifications.

In Canada this work is merely in its infancy, and while some few of the larger centres like Montreal, Toronto, Winnipeg and Vancouver have hospitals using this service, we have not yet been able to establish a definite training course through which it can be given the professional standing it merits.

Briefly, I wish to present to you some picture of this activity—to tell you what it can do and is doing to assist in the prevention and cure of disease, and in bringing about a better social order. Then I should like to suggest how it can be established as a part of the regular routine of any general hospital.

First of all we must take it for granted that the hospital social worker's training and experience should fully equip her to understand how to deal with both the medical and the social needs of all those who are referred to her for treatment and advice. Given these qualifications, then, we can say that the social service

\*An address to the Regional Welfare Conference for Western Ontario, London, September, 1936.

department should supply the machinery for the admission of all patients both to the wards and to the clinics in the out-patient department. An ideal department should have a sufficiently large staff to make it possible to do this. No clerk with merely a business training is equipped satisfactorily to fill such a position. Neither has a doctor or a nurse, employed in the regular routine of hospital life, the time to consider the thousand and one difficulties that inevitably face the applicant for medical care. In the excitement of being admitted to the ward for operation or acute illness both the patient and the relatives accompanying him, are apt to neglect to acquaint themselves with all the rules and regulations of a hospital, and from this alone many future misunderstandings occur.

So often they are entered as paying patients when some enquiry at the outset would reveal the fact that they will be quite unable to meet the cost of lengthy hospitalization. Applicants from smaller and distant centres are overwhelmed by the size of the place, and the numerous hands through which they have to pass, as well as the inherent dread of the very name "hospital". How much it means to these to feel a sympathetic understanding touch. There are families at home to be considered, children needing supervision, wives without support, aged or infirm relatives to be cared for, debts accumulating and unpaid. Many of these problems could be sensed on the first interview by the trained worker, and much anxiety, retardation in recovery, and many misunderstandings averted. Then, there is often the question of transportation to distant homes upon recovery. Much time and labour could be saved by being able to interview friends or relatives regarding this, since they generally accompany the patient on his admission, and are not available for interviewing at any later time.

Then there is the clinical patient who must be interviewed before being admitted for examination. With practically every patient there is a potential problem. It may be necessary to explain the nature of this service and to refuse the applicant on ground of ineligibility from a financial standpoint. Even in the refusal some service can be rendered by courteously discussing his ailment or situation and acquainting him with a suitable source of assistance. Thus he goes away with a feeling of friendliness rather than antagonism toward the hospital.

### **What the Hospital Worker does in the Clinics and in the Wards**

Taking charge of a clinic means, first, paving the way for a timid or excitable patient to meet the doctor and discussing with him any condition which he might otherwise fail to report, secondly, talking over the treatment prescribed to make sure the

patient understands what he is told; in the third place, determining whether the patient can pay for medicines or if he has the means of transportation to and from clinics; and finally, visiting the homes where the treatments prescribed are not proving beneficial, or are not being carried out, or where there is a failure to return to clinic at the appointed time. These home visits also serve to determine the degree of poverty, and to supply the opportunity for teaching health habits, or for discovering other ailing members of the family. The presence of the social worker in the clinic is most urgently needed since the clinical patient must carry out his treatment at home. Only when he has the necessary appliances, the proper environment and an intelligent understanding of what he must do to get well and keep well can he do this. He relies upon the medical social worker for assistance and guidance.

However, her presence is quite as urgently, though of course not as continuously, needed in the wards as well. Problems in medical care are by no means confined to the outpatient department, where patients come at regular intervals—determined by the doctor's decision as to required frequency. A vast number of the problems to be solved come from the wards. Here the patient has time to brood over injustices, real or imaginary, to worry over his own future or those who may be in difficulty at home. There is the unattached man or woman who has no place to convalesce and no prospect of employment. There is the aged and infirm who prefers the comforts and even discomforts of the ward to the uncertainty of welcome in the home of some relative. There is the patient recovering from an operation who is unable to meet the cost of some expensive surgical appliance to complete the cure and fit him for work. There is the diabetic or insulin case who requires special diet and scales with which to weigh his food. There is the expectant mother who may be wholly unprepared for the advent of another child, and who needs encouragement and persuasion to accept the free service and supervision, without which her life may be forfeited. There is the neurasthenic who must be taught to stand alone and who needs so much encouragement, amid repeated failures, to make a fresh start. Again, there are those unfortunate patients suffering from some form of malignant disease who come from all corners of the province buoyed up in the hope of cure by the much-advertised radium treatment. These arrive, alas, only too often too late for anything to be done to save them from the ravages of this disease. For this last so pathetic army of sufferers we in the Toronto General Hospital, have for the past one and one-half years been able to supply a worker who has already more than justified her existence.



I might go on indefinitely citing example after example where services of this type are so much needed if the time and money spent in expensive treatments are not to be wasted in unnecessarily repeated hospitalization. In dealing with any one of these problems the worker must call to her assistance the hospital staff, the volunteers, department of public health, welfare departments, (civic, municipal or provincial) social agencies, churches and sometimes the courts.

Thus far I have dealt with hospital social service in its relation to the patient. The patient comes first, because this should be considered primarily as a service to the patients. Any other service should be of secondary consideration. But there are secondary considerations, and these are its service to the hospital administration, to the doctors and to the community.

In its relation to the hospital—no matter how the department is financed—it must be a foregone conclusion that the director of the department is answerable to the superintendent, referring to him always matters that affect hospital routine. The service of this department helps to keep the machinery of administration running smoothly. It is of value in arranging for the discharge of all patients as soon as possible after active treatment is no longer indicated. In this way the wards are kept open for the acutely ill.

For the Training School it also renders a service. It is used as the medium through which the nurse gains a more intelligent understanding of the social aspects of disease. Thus she learns to think of the patient more in his relationship to his family and the community than as an operative case or a case of pneumonia.

To the doctor it should be a constant source of assistance. It enables him to gather facts that assist him in making diagnoses. It provides the means for carrying out the treatments he prescribes. By her constant touch with the patient and her follow-up supervision the hospital social worker is able to collect data to aid him in his medical research.

By using every opportunity that presents itself to interpret the hospital, its rules and regulations, its activities, and aims, by co-operating with all welfare organizations in their efforts at rehabilitation, by its health teaching, its watchfulness to prevent hospitalization and thus avert needless expense, by its efforts to prevent the spread of communicable disease, the social service department can render no small service to the community at large.

You may have concluded ere this that hospital social service is not a relief-giving agency. That is quite true, but I do want to

make it clear that considerable money must be spent on relief in so far as it is necessary in the carrying out of plans for the patient's return to his normal health.

### Organization and Finance

In the United States these services are financed by private subscriptions, by community chests, by the hospital boards, or by a combination of all three. The Toronto General Hospital Social Service Department in its inception was financed entirely by subscriptions collected by an auxiliary board of women, each one of whom made herself responsible for collecting. This board met with the head of the department at regular intervals to discuss the work and to assist her in numerous ways. As the work increased and more workers were added to meet the need, it became increasingly difficult to raise the necessary funds. Hence, at the time that the Federation for Community Service (a community chest) came into being in Toronto, our Association was advised to join as an agency member. From that time to the present the major portion of our income has been derived from this Federation. A yearly grant is made by the hospital board, and private donations are still received and welcomed. A careful budget is prepared each year in which provision is made for salaries, office expenditure and relief such as clothing, diets, surgical appliances, glasses, and dentures. Our estimated expenditure is based on the actual expenditure of the previous year.

We have a strong auxiliary board composed of wives of some of the medical staff, business men, lawyers and other professionals. This Board is responsible and sends representatives to the Federation for Community Service meetings. Through it our aims and work are interpreted to the public. From this organization, too, are drawn our volunteer groups without whom our staff would be inadequate to cover the daily routine of work.

Our volunteers are divided into the following committees: *Sewing, Occupational, Therapy, Library, Entertainment, Motor, Clinical Aids* and *Problem Case Committee*. Each committee is granted by the parent organization a sum of money to carry on its work.

The *sewing committee* takes full charge of providing clothing such as infant layettes. It buys the materials, including flannelette, from which to cut the garments. These are distributed to numerous sewing circles and individuals. They are collected when finished and stored in an excellent clothing room provided by the hospital, and are always at the disposal of the department. Through the offices of this committee no infant leaves the maternity

department without sufficient clothing for the first few months of its life.

The *occupational therapy committee* works with the therapy department, encouraging the aids in the development of work, and in arranging for the annual sale of patients' work and tea, the proceeds of which add extra funds to the whole organization.

The *library committee* is responsible for a well-stocked library, and provides volunteers who regularly carry the reading material to patients on the wards, and who are responsible for its return.

The *entertainment committee* assumes the task of providing concerts in the outpatient department auditorium at which are present all those patients who are able to be moved. Here they are made to forget their troubles for a brief space, and the memory of it tides them over many a weary hour.

The *motor committee* provides the service of taxis which are in constant demand to take patients home from the hospital when they are unable to go any other way.

The *clinical aids*, one of the most recent additions to the volunteer service, are a group of young women with plenty of leisure, who serve in the clinics in something of an errand boy capacity, taking histories, locating and calling in patients in their turn, or guiding the patients to and from other departments.

Lastly the *problem case committee* is the group of women who work most closely with the department, and who meet in our main office bi-monthly. At these meetings our problems are discussed, each worker presenting her own which she has failed to solve in any other way. This committee has been of great service in helping to straighten out difficulties in administration as well as being personally responsible for carrying cheer to the homes of many of our more unfortunate patients.

The question that naturally raises itself in ones mind is:—How can a department such as this be organized? Everything of any importance has at some time or other begun in a small way. Hospital social service is no exception to this. Have you any influential women who are at all interested in hospitals? If so get them to visit such a department, see it in action, interest their friends, form a womens' auxiliary, and then undertake to finance the salary and expenses of one efficiently trained and experienced worker for a period of say one year. Let this worker feel that she can call upon the members of this auxiliary to assist her in any way that she may need them. If you get the right kind of worker you will find that she can pilot the service, and prove in that length of time that hospital social service is a wholly indispensable department of your hospital.

## THE SOCIAL SERVICE EXCHANGE\*

MISS MARY CLARKE

Executive Secretary, Social Service Index, Toronto

**I**N PREPARING this paper I have had the use of much valuable material gathered in my own office by those who have preceded me, and also some references on the Social Service Exchange which are listed at the conclusion of the paper.

I am going to describe to you an organization which is essential to the proper functioning of all agencies in the various fields of health and welfare work.

The very finest piece of work which may be attempted by one agency may be pretty useless if at the same time the agency in another field is trying to work out an equally good but different plan with the same family or individual. It is like building two rooms for a new house, one in one lumber yard, and one in another without any thought of the foundation. They may each be fine rooms, but if they won't fit together you will not have a house. So builders begin with the foundation and make the rooms fit each on the one foundation. When the agencies work together on a solid foundation their plans will fit together and be more effective. The Social Service Exchange is the medium through which the agencies learn of each other's interest in the same family, so with the knowledge it provides they can plan together.

### What is a Social Service Exchange?

The Social Service Exchange, or Index as it is called in some cities, is designed to co-ordinate the work of the agencies and protect the families.

It is the clearing house for social agencies, public and private, and as such maintains a card index of names, addresses, and other identifying information of individuals or families receiving relief or other service from the social agencies in the community.

The cards contain no data as to the detailed needs or history of the families, merely listing the names of the families together with the names of agencies knowing the family and their first date of contact. It might be compared to the hub of the wheel, and the welfare and social agencies of the community to the spokes. When the spokes are all attached to the hub and the hub is well oiled the wheel revolves smoothly. Thus when the social and health agencies are all working through the Index and its machinery is functioning smoothly the wheel of social and health services will revolve smoothly.

\* Paper presented to the Regional Welfare Conference for Western Ontario, London, September 1936.

### **A Brief History**

Perhaps you would be interested in a very brief history of the Social Service Exchange. In 1876, in the City of Boston a group of workers and volunteers came together to discuss ways and means of preventing duplication in the giving of relief. At that time there was no organized social work but there were a municipal department, many church organizations, and sewing circles; and these groups were finding that families applied first to one and then to another, and would often be receiving material help from several at the same time. With the growth of the City the problem had increased.

As a result of that meeting there was set up a "Registration Bureau" where they all agreed to register the families they assisted with details of the relief given. The Registration Bureau was in charge of a volunteer worker who carried on for about a year and a half, after which it went out of existence, as her interest waned or she moved on to other spheres of activity. About three years later the Associated Charities of Boston was organized, and it included the keeping of a Registration Bureau as a normal part of its organization. Not only was a record of relief given, but agencies were urged to send in copies of their complete record.

"Its object is to secure interchange of information and thereby detect imposture, discourage begging, distinguish the worthy from the unworthy, and promote economy and efficiency in the distribution of relief".

### **An Important Change in Principle**

But with the growth of more agencies in the community, and the development of agencies giving service rather than relief, difficulties arose. Since the Registration Bureau was primarily concerned with detecting fraud and giving information regarding the quantities of relief given, some of the agencies felt that they should not register as they had no information of interest to the relief giving agencies. However, they each had information which might make the other's work more intelligent, so the Registration Bureau agreed to accept only identifying information about a family and refer anyone inquiring directly to the registered agencies for further information. The Registration Bureau was also finding difficulty in keeping its former type of records up to date. For these reasons then, it abandoned its original method of recording help given and recorded only identifying information about the family together with the names of the agencies interested.

A definite revolution in thinking had taken place, and the name of the Registration Bureau was changed to "Confidential



Exchange," and in 1912 its object was defined as "A source through which you may secure information that will be of definite value to you in your service to that particular client." Note the change of definition of object.

Let me again give you our definition of the Index to-day. This time I shall elaborate it a little. We say that the Exchange is a central index to the records of those social agencies which give any form of service to families or individuals. The service may be in the fields of child care, health—mental and physical, relief or personal guidance.

Its purpose is :

- (a) To protect those who are in difficulty from the embarrassment of over visitation, repeated questioning, and conflicting plans.
- (b) To facilitate interchange of information between agencies.
- (c) To co-ordinate effort.

### **When to Organize an Index**

If you are considering the establishment of an Exchange or Index (I prefer the term Index as it is a more accurate word to describe the type of work) it is wise first to survey your community to see if there is a sufficient number of agencies to warrant an Index; are they interested in the idea, and will they use it? Good working relationships are essential to efficient operation.

It is also important to know whether or not the agencies are willing to finance the Index.

If your community would seem to be too small for a regular Index, that is, if the only services are the Relief or Welfare Office, the Health Department, and one or two others, it might be advisable for one of them to undertake a simple registry, which would be a clearing house for the agencies, and for volunteer groups, for relief-health services, rather than an Index.

Do not let your Index be a mere catalogue of dependent people. Unless it makes co-operation of agencies easy and effective it has no right to exist. It should be a constructive organization.

### **Who may use the Index?**

If you plan to set up a regular Index—and in cities where there are five or six or more agencies which keep records it would seem to be almost a necessity—I would advise you that experience has demonstrated that only agencies which keep some record of service should Index their families. Most cities have a welfare office with financial records of relief given, a health department or at least one school nurse who keeps records, a representative of

the Victorian Order of Nurses, a Mothers' Allowance investigator (she may not live in the town but she will come from time to time), a Children's Aid Society, a Red Cross society, a Department of Pensions and National Health representative, and others, all of whom keep records and would therefore use the Index.

Other groups such as service clubs and churches, which do not have records, would have some one representative who would use the Index for enquiry, and if the Index operates a Camp Exchange in summer and a Christmas Exchange in the holiday season, such groups would enter the families or individuals in whom they are interested in respect to Christmas gifts or camp holidays. Churches and religious bodies which have a deaconess or social service worker should be encouraged to keep records, and use the Index regularly.

At this point the question of what territory the Index should include might be raised. In some sections of the United States the Index serves the whole county. The Boston Index serves the City of Boston, and the whole State of Massachusetts. Others embrace smaller areas. It depends somewhat on what territory the various agencies cover, and the amount of moving between nearby municipalities. Many services located in the city, such as the Children's Aid Society, may serve a larger area and would find it helpful to use the Index for all of their territory.

### **Financing the Index**

Various methods of financing the Index are followed in different municipalities. In a few smaller cities in the United States, where an emergency relief registry was set up, it was financed from emergency relief funds, but that was an emergency situation and would not be the permanent plan. The method adopted will depend on the local situation, but the Index serves both public and private agencies, and it should be supported by both.

If there is a Council of Social Agencies it makes an ideal sponsor for the Index, because it is representative of both public and private agencies.

Where no such organization exists a private agency may have to assume leadership. If that happens, that agency may have to assume the financial burden at first, but it should not continue to do so indefinitely, as the Index to be effective, must be used by all agencies and should be supported by them all.

One city in the United States operates on a per capita cost. That is, they have estimated the approximate cost of each entry and report for each family or individual, and assess each agency accordingly. However, that is not practicable in a small organiza-

tion as it would be too expensive. The chief expense of an index is "overhead," which is high for a small one but does not increase very much for increased volume of work.

### **Personnel**

The whole success of an Index rests with the personnel. It may be only one person, or perhaps a part-time worker, but the latter plan can never be wholly satisfactory. I would suggest that the work should be done by an experienced clerk, supervised by a trained worker who is aware of the social significance of the Index. The Supervisor will be the executive of the Council of Social Agencies if there is one, or the trained person in the agency which sponsors the Index. The Index will not live long, or give efficient service, if the supervisor or executive is not constantly keeping touch with the member agencies.

It is most important that the clerk should be quick and accurate, to assure a minimum of duplicates, and accurate returns. When I discuss how to use the Index you will understand why.

No one should have access to the files but the supervisor and the clerk, as it is so easy to get cards mixed up.

### **Equipment**

If possible the Index should be housed in a separate office. In any case it should be in a room far removed from the reception room of an agency, and in the same room as a telephone, as a fair amount of the work is done by telephone.

It will consist of two files—

- (a) A name file.
- (b) A geographical or street file.

Steel cabinets for the files are rather expensive. The Index card is 4" x 6" so that an ordinary steel file will not hold it—a smaller card will not take all the information. I would suggest that you have a wooden open file made, about four inches deep, standing on legs which will bring the file to a convenient height for working. The wooden "tub" can be divided by partitions so that you can put several rows of cards in one tub.

The name card is the permanent card kept by the Index for each family entered. It contains the identifying information together with the names of the agencies and the date of their first entry. By identifying information I mean the surname of the family, the maiden name of the woman, the christian names and date of birth of all the members of the family, aliases, previous marriages, and addresses.

The street card is used for the geographical file. When an Index card is made for a family a card is also made for the address given for them. For instance 328 Dundas St. W. at the top, and under it the surname and christian names of the woman and man, and the date. We put the maiden name of the woman in red also, as it is often a great help in linking up relatives. We put all people at the same number, East and West or North and South, on the same card, as it simplifies identification. That is we put all the names for 328 Dundas St. East or West on the one card.

(c) The third necessary part of your equipment is the enquiry blank. It is in duplicate and conforms to the name card. The copy is retained in the Index and the original sent back to the enquiring agency with the report typed on the back. It goes into the permanent file of the agency and is usually pasted to the inside cover of the record folder.

(d) Notification slip—This blank is used to notify all agencies previously entered on a given family that another agency has become interested in the same family. It really serves the purpose of keeping the agencies aware of what is happening.

(e) Additional Information Slips—These are optional. We give them to the agencies so that they can inform us of any change of address or variation in name etc., and our cards can then be kept up to date.

(f) Two sets of insertable guides—one for the name cards and one for the street cards. In addition you need an alphabetical file for each so that searching may be done quickly.

(g) And lastly you need a typewriter which is *Not* one of the noiseless variety as they are not suitable for stiff cards.

You will probably have the responsibility of the Christmas Exchange and the Camp Exchange. Both are quite different from the regular function of the Index, and some such plan as using a coloured card and a separate card file should be followed. When they have served their seasonal purpose these special files are frequently destroyed.

### **Mechanical Operation**

I should like to say something about filing systems. There are several different kinds. The Russell Soundex System ignores the vowels and groups consonants, and is excellent if you have a huge registry, but if you are just starting you can work up your own system, but be careful to always use the same one.

Our method is to file alphabetically and by sound. If we have six or more in one name group we make a guide for that name and put the group together in its alphabetical sequence. In the group itself we file by the women's name, alphabetically putting

the single women first—thus—Alice Smith, then Alice and Albert Smith, Alice and Frank Smith, etc.

We file variations in names together thus—Mary, May, Mollie, Polly, Mamie, all come together.

You will find many variations in spelling of surnames, but they may sound alike. It is what we used to learn in grammar lessons under the title of names which sound the same and are spelled differently. Thus you may group under Milne—Mallon, McMillan. Your general file will have a card with the name McMillan referring you to the group Milne.

As you set up your files you will find many groups which you will think should go together, such as groups where the only variation is in a vowel. Central European names will give you many groups like that.

In fact it is all a most fascinating game which will give you hours of fun particularly if you like crossword puzzles.

Another part of the mechanics of your Index which is important is the linking up of related cases. At the bottom of each name card is a space for relatives. If there is an entry in the Index for the relative it should be signified by some simple sign. We use a red qv. Thus if you have Smith-Mary & John, and Smith-Helen & Wm., and the men are brothers, or father and son, etc., and both families have been entered on the Index each card will be related to the other one.

We use a yellow card for the purpose of cross reference. That is if Smith-Mary & John is an alias for Watson-Mary & John, you would make a yellow card for Smith-Mary & John, referring the searcher to Watson-Mary & John. The cross reference cards are also used for maiden names, wide variations in spelling, etc.

In the geographical file the streets are filed alphabetically and as I said earlier East and West etc. are filed together. In some cities Street, Place, Avenue, etc. are put together. That is St. George St. and St. George Place would be in one group. That is a local detail you would decide for yourself. Then the addresses are arranged numerically. The geographical file is a very important one, because through it you find variations in spellings, related cases, and duplicates. For instance you may have a Central European who is originally entered under his European name but he later becomes naturalized and anglicizes his name, something entirely different. Your street file will help you to identify the enquiry under the new name.

When a call comes in or an entry slip is sent in for a family the searcher will first go to the street file and look for the family



at the address given, then go to the name group, or general file if there is no group, and look for the family under the Christian names of the parents. If she cannot locate it she will search the group for the children's names. She will also check the group in which the women's maiden name appears. If it is an unusual name she will then go through the vowel group, a - e - i - o - u substituting each vowel in turn.

Example—Ball, Bill, Bull.  
Bell, Boll,

After she has searched every possible variation she will report no record.

If the entry is made by the agency the report goes back to the agency on the back of the original entry slip. If there is no entry "record over" is crossed out.

In making entries you will need to work out a code to indicate in some way that one agency is interested in a particular individual. For instance—Johnny aged 14 years appears in Juvenile Court and the Juvenile Court Clinic registers its interest in Johnny. That should be indicated by a sign opposite Johnny on the family card and the same sign opposite the agency. It is not customary to make separate cards for individuals under sixteen.

In the course of her searchings the clerk may find the names of relatives either through the street file or from the information given. The report of the relatives will also go back to the agency on the back of the entry slip. If she is not sure that the families are related she will give the name and address on the back of the entry slip and ask the agency to let the Index know if there is a relationship.

So you understand how important it is that the clerk should be alert and accurate.

Accuracy is just as important on the part of the enquiring agencies. They should have correct spellings and addresses as far as possible. They should also be sure to send in additional identifying information and changes of address.

### **Entries**

Where one agency is doing two or more kinds of work it is wise for it to enter each type by name. Thus the Children's Aid Society will have its usual CAS entry, one for Boarding Homes, CAS(BH), and any other type of work it does. It has been proven to be of little value to make a permanent entry on transient cases. They should all be cleared through the Index, but unless they are

being permanently established in the community an entry should not be made.

### Cancellations

If an agency enters on a case and later decides not to continue service, the entry should be cancelled unless the agency feels its record is one which might be of value to others.

As I said earlier, only agencies which keep some form of permanent record should enter in the Index, but other recognized groups giving a legitimate service should use the Index for enquiry. Individuals who are interested in a particular family or person should enquire through an agency. By that I mean, if a person came to your house or office with a hard luck story, instead of just giving assistance then you would take his name and address and then call the Children's Aid Society or the Welfare Office or the agency with which you are familiar, and they would clear with the Index and plan the best method of assistance with you.

In order that the Index can be effective the agency clears with the Index as soon as it secures sufficient information for identification. Then it will consult the agencies already entered, if there are any, before giving service so that the best possible plan can be worked out for the family or individual. The surest way to make beggars out of people is for each agency or group appealed to for help to give it without first clearing to see if anyone is already assisting. The Index is the foundation stone of good social work and health work, whether done by public, private, or religious groups.

In closing let me again say that the essentials of a successful Index are well organized machinery, personal contacts with all agencies, keeping in constant personal touch with them, and mutual confidence between social agencies.

#### REFERENCES :

1. "Organizing a Social Service Exchange" by Luella Harlin; .05c.
2. "A Handbook Describing Procedure, Forms, and Equipment Essential to the Operation of a Social Service Exchange"; .05c.
3. "Filing Systems for Social Service Exchanges"; .15c.  
(The above three pamphlets are published by the Community Chests and Councils Incorporated, 155 East 44th Street, New York City).
4. "Social Service Exchange" (Published by the Canadian Welfare Council, 245 Cooper Street, Ottawa).

## FOSTER HOME PROGRAMMES\*

MRS. JOHN MACKLEM

“Today, the idea of foster homes for children is not so new as it was 15 or more years ago, and people generally are ready to accept the foster home programme without prejudice, as was not the case a few years ago. A child thrives best in its normal setting, the home. Many years of experience in giving institutional care has so thoroughly convinced child caring agencies of this fact that not the slightest doubt remains—that is, when the selection of homes, placement and supervision are carried out according to approved standards”.

The above is a quotation from an address given by a worker in the Toronto Infant's Home, which used to be a residential institution, but is now a clearing house.

In beginning any reasoned study of foster homes, we must begin by classifying them. Foster homes are of four types.

### Free Homes

There are free homes where the foster parents are willing and able to take children without cost to the Society. These homes often provide a very happy background, but it would be folly to say that because a home is free, it is therefore more to be desired than another. Particular care must be taken in these homes to see that the child is not burdened with a sense of obligation or that his presence is not desired merely to gratify some immature emotional need. The desirable type of free home has, on the whole, been found more possible in rural districts.

### The Adopting Home

The adopting home is really a free home offering a permanent settlement for the child. Because of legal aspects, the very utmost precautions are necessary in selecting these homes.

### The Paid Boarding Home

If the number of children under the Society's care is in excess of the number of free or adopting homes, then the Society may secure carefully selected and carefully supervised foster parents who will care for the children in return for reasonable pay. It is sometimes said that these homes are on a commercial basis and therefore are undesirable. It is strange that those who make this criticism overlook the fact that shelters and orphanages also are run by people who are paid. However the criticism is not

\* An address to the Regional Welfare Conference, Saskatoon, Sask., October, 1936.

supported by fact. Because a couple cannot afford to take a child free of charge it does not mean that they are unsatisfactory in the parent role. On the contrary, the Children's Aid Societies of Toronto, Vancouver, Ottawa and elsewhere, all testify to the keen interest and affection displayed toward foster children in this type of home.

### **The Wage Home**

There is the home provided in return for work and perhaps clothing or wages. Naturally, this applies only to young people near adult years. This is the type of home in which there is more likely to be exploitation, which can only be guarded against by the most rigid selection and follow up work.

That is the classification of foster homes. Speaking now of foster homes in general, what makes a really good foster home? Certainly there must be cleanliness, proper food, and a home-like atmosphere. All persons in the home should be free of disease or disability which would affect the child adversely. There should be a feeling of reasonable financial security. The foster parents should be of good intelligence, capable of grasping new ideas, adaptable and co-operative, dependable in meeting obligations. Then there are other factors which would not have been considered twenty years ago: Not only must the foster parents be persons of good character, but they must have developed a large share of maturity in their judgments and emotions. They must know or be willing to learn something of child psychology, not at all necessarily in an academic way, but for practical purposes. Among the different members of the family in which a child is placed, there positively must be harmonious relations.

### **Child's Initial Handicaps Make High Standards Necessary**

It might be asked: is this not a higher standard than some children enjoy in the homes of their birth? It is, and yet it should not be so. But the child under the care of a Children's Aid Society is a child with unusual problems. He has often been through very terrible experiences, or started off his life with grave handicaps of birth as in the case of the illegitimate child. Therefore because his problems are of more than average seriousness, his environment should be of more than average strength.

How does a home become a foster home? The Children's Aid has four duties under this heading.

*Finding the homes.* This need not be nearly so great a problem as an inexperienced community imagines. An active, interested, determined Children's Aid Board can do a great deal, particularly

by getting around among clergymen, school teachers, and doctors, and enlisting their informed co-operation. Any city where there is a progressive press, as there is here, could do a great deal to attract the right kind of attention to the scheme. Organizations could be addressed at their meetings. Indeed the problem would undoubtedly be that too many homes would be available. Therefore the Society's second duty is that of:

*Selecting foster homes.* This duty mainly falls on the staff of the society, although there may be an advisory committee taking a more or less direct part in the work. The worker, in evaluating a proposed foster home, must secure a complete history of the proposed foster parents. I hasten to add that such a history would not and indeed could not be secured by cross examination but rather by friendly contact between a worker and parent mutually interested in a small child. The worker must then appraise this history and all the reasoned impressions she has gained, estimating among other things emotional conflicts or harmonies, reserves of moral strength, powers of adjustment, motives and ambitions.

But that is only one half of the work of selection. The child and the home must be fitted together. The worker should know every detail of the child's background and psychology. If this is unknown, then indeed the Society is working in the dark. If the child is past babyhood the health record and intelligence quotient are simply indispensable. And much more data should be added to this foundation.

After the child is placed there follows the long, patient *service of supervision*. The attitude of the family toward the worker must be one of confidence in her skill, and co-operation in her efforts. Each visit should result in further education of the foster parent and greater understanding between foster parents and child. Visits should be made monthly, weekly or daily according to the needs of the case. It is essential to remember that this relationship must be on a case work basis and should be continually strengthened as the art of case work develops in the whole field of social work.

Finally, the Society owes it to the child himself to keep *full and accurate records* of its knowledge of him. To treat details of history with carelessness is to display a selfish underestimation of the importance to a child of his own history.

### **Some Notes on Particular Programmes**

Many towns and cities in Canada have adopted foster home programmes in recent years. We give as examples some highlights from reports from other places, beginning near home first.



*Portage la Prairie.* The President of the Children's Aid Board says "By proper selection we are obtaining better results by foster home placement than in institutions. We do not maintain a shelter nor do we propose instituting any policy of the kind. At present we have in the neighborhood of 40 wards. Our territory covers 15 municipalities. Our worker had intensive preliminary training in social work in Chicago."

*Winnipeg* during a social survey found:

(1) That there were cases in institutions that should never have been permitted to enter.

(2) That there were children who had been allowed to remain in institutions for years.

(3) That there were children who belonged to other parts of the province or to other provinces.

(4) That there were children whose parents or relatives should be assuming responsibility, in part or in full.

Since this survey, Winnipeg has developed a foster home programme as an important feature of its child caring work.

*The Province of Ontario*, in December 1934, issued new "Regulations governing minimum requirements for local children's aid societies". These now famous Regulations contain these words:—

"Shelters should be only clearing houses and as such, small units where children are passed through into foster homes."

"No child shall be placed in a foster home, either free or board, or for adoption until such home has been visited and careful enquiry made by the society. . . ."

"Supervision over children placed in foster homes shall be maintained by the . . . agency . . . through visits made at least quarterly. . . ."

"Such supervision shall be continued . . . until the child reaches the age of 21 . . . ."

*The Toronto Children's Aid Society* reports the following:

"Our policy is to reduce shelter care to the minimum, our shelter being chiefly a stepping off place for child placing in families. It provides conveniences for new arrivals, for medical and psychological examination, and generally for preparation for placement;

"With a total of 1,600 children under care,—we have only 20 beds available in the shelter and an average number in residence of 17, and an average stay of less than 2 weeks.

". . . staff members . . . must be persons of ability, judgment and personality, preferably with a wide cultural back-

ground. They must have maturity but be young enough to understand and appreciate life as it is to the rising generation. They must either have, or be in a position to acquire, a great deal of knowledge both of the technical aspects of their work and of the great social backgrounds that lie behind and give meaning to its problems. In our organization practically all appointments are of graduates from the Social Science Course in the University. A few have been made from other University courses. Workers are definitely expected to be constantly training themselves. Opportunities are made for attendance at courses in psychology, parent training, group leadership, as well as at conferences".

The total cost of care in the Toronto shelter is \$1.69 per day. The total cost of care in Toronto boarding homes is 81c.

*The Toronto Infants' Home*, whose specialty is the service of the illegitimate family, states in its Annual Report for 1933, "747 children were placed in foster homes. Our aim is to give them every opportunity for full development. We do this by teaching foster parents through supervision and through advice from our doctor and psychologist and through classes in Parent Education. Our foster mothers turn out in goodly numbers to the Parent Education classes".

Elsewhere the Report makes this significant statement:

"Out of 722 applications to board children, only 95 were accepted. Our ideals are higher than ever before owing to our greater insight into the child's needs as brought to our notice by the Mental Hygiene Clinic and the Parent Education groups".

*Hamilton, Ontario*. At the end of 1934 the children under care were as follows: In foster homes 349. In the shelter 22. In other institutions (i.e. hospitals) 10. The Hamilton Children's Aid Society also stresses its developing parent education groups for foster parents. Hamilton has a cost of \$1.15 a day in the shelter and about 70 cents a day in boarding homes.

Returning to the Coast we find:

*Victoria*, in 1933 embarked on a policy of placement of children in foster homes. In this case, the shelter was closed. At the close of the first year of the new regime, the Victoria Children's Aid Society issued a special report which can be summarized as follows:

The change to a foster home programme was made after considering carefully:—

1. The advantages and disadvantages *to the children themselves*.
2. The question of cost.
3. The advantages and disadvantages in carrying out the objects of the Society.

As regards the effect on the children, the results have more than justified the Society's action. In every case there has been improvement of the child, with broader mental outlook and increased self respect and self reliance. The inferiority complex has gone.

As regards cost, the per capita per day cost of the present plan is just about the same as it was under the old method. It is noted, however, that the shelter used to get a great deal of assistance in food, clothing, etc., which was not counted in the books. Therefore it is safe to say that the old method was more expensive than the new.

In the 3rd matter of the efficiency of the Society, there is no question now remaining. The Board of the Society feel that they are not only maintaining children, but guiding them into good citizenship. One sentence is worthy of special quotation, "We must be very careful that we do not let our children develop a frame of mind likely to make them misuse the freedom from our control when they arrive at the age of 18."

*Vancouver, B.C.* The Vancouver Children's Aid Society have about 525 children under care, with an average of 14 children in the shelter.

An interesting address comes from Vancouver, one which was delivered to the Junior League of that city in 1934, by Miss Fraser of the Children's Aid Society. Here are two paragraphs:

"British Columbia in 1927 was still in the 19th century phase of child care, the institutional stage. However, a survey of the situation made at that time under the auspices of the Canadian Council on Child Welfare and financed by various service organizations led to the initiation of the present system. At that time there were 742 children resident in eleven institutions throughout the Province. These institutions were over-crowded and the expenditure of \$400,000.00 in building programmes was being contemplated. The survey, in keeping with present trends in child welfare, recommended that less emphasis should be placed on physical equipment and more on the individual child.

It is being recognized more and more that the emphasis should be on the prevention of the break-down of the home whenever it can possibly be accomplished. Thus the Children's Aid Societies as the agents administering the Infants' Act for the Province were urged to re-organize. As a result the emphasis has shifted from the institution to the field services, from the admission to the Institution to the effort to keep the child in his own home, and failing that to place him in a foster home where he may become part of the family group."

## WHAT PART CAN THE CHURCH PLAY IN FAMILY WELFARE? \*

MRS. WILFRID HARTLEY

THROUGHOUT the years, as you know, the Church has always been interested in helping the "poor" within the parish. Today, however, many church members have caught a larger vision of their part in a social welfare programme. Some have taken special training in order to better understand how to deal with people and their problems and are engaged as social workers in community welfare agencies. Others are working directly for the Church or institutions under Church auspices.

In Victoria church people have always taken a real interest in community welfare work. Many of them were active in the early days with the old Friendly Help Society, and it was through the united action of the churches that the Social Service League was brought into being. Representatives of the churches have certainly been active on their Boards, and I believe this is still the case with our present Friendly Help Welfare organization. We must not overlook these facts in considering the part the Church has to play in family welfare work.

### The Old Parish Poor Fund

Somehow social work in our parishes with families seems to still be rather of the old fashioned "poor relief" order. Many still give "emergency relief" Christmas baskets and so on, but do not see their work with families as related to a community welfare programme. The "poor" fund is often taken charge of by the minister—and unfortunately strangers to the parish have learned this fact and frequently impose on his kind heart. Other church organizations do give relief when asked but keep no record of this and fail to make any inquiries as to whether others are working with the family. Some, I am sure, do consult with the family welfare organization, but on the whole I feel we have not yet learned in Victoria what real co-operation means in this direction.

In some cities, where there is a Catholic Welfare Society, which takes responsibility for the Catholic families, the social workers make it a matter of routine to ask all clients what church they are connected with. True, many of them have not been actively associated with any church for years, but most have at some time. I believe this bit of routine is the key to an active cooperation between the parishes and the family welfare organization, because following this up the social worker gets in touch with the minister, or whoever he has appointed, and inquiries if

\* A contribution to the discussion at the Regional Welfare Conference, Victoria, B.C., November 1936.

they are interested in the family and if so, they work out together a plan for that family's welfare. This encourages the church to take the right kind of responsibility for the family and often results in its willingness to share any expense involved. I am sure the churches would support the family welfare organization to a greater extent if they had in this way become familiar with the value of the work done for the families in their parishes.

### **A Cooperative Plan with the Welfare Agencies**

Some time ago I suggested to a group of ministers that they appoint some woman in their congregations to be responsible for their relief and social work, the thought being that such a person should be one who was willing to take a short training course to enable her to understand how to do her work most effectively. Such a training course would be worked out with the social workers in the community. Those present at the time, however, did not feel they knew of anyone to whom they would entrust this work. I am sure it would be of great assistance to the family welfare agency to have someone with whom they could easily communicate and discuss plans—and I know it is of real value to the parish worker and does much to co-ordinate the work. The parish worker needs the clear thinking of those who are trained specialists in dealing with family problems, and on the other hand I am sure any such worker would have much to contribute to a constructive plan for the families with which she was familiar.

Today, I believe, the churches are facing up afresh to their first job—that of renewing the spiritual life of their members. In the final analysis what any social worker gives her client of lasting worth is in the nature of "spiritual values"—this is the motive power for carrying any plan into action. Today psychologists are helping release deep-rooted problems in people's lives but the power to rebuild life is spiritual, and those who are engaged in parish work or in a community welfare organization must go forward together in order that the whole life of the community may be raised to a new level.

A well known minister on this continent recently put the following challenge in a sermon to his congregation—may I close with it:—

"Are you spending your money so that you don't only relieve people today but build a new kind of world? The longer I live, the more I am convinced that most of the giving of people today has in it the warm glow of sympathy and kindness, but it lacks strategy and constructive building towards a new world. It could do so much more than just help people: it could lift them into a new quality of living by which they become, not the victims of a poor social system, but the effective bridge builders between conditions today and the kind of world God wants us to have."



## CHILD CARE AND PROTECTION

### WINNIPEG CHILDREN'S BUREAU SURVEYS TRENDS IN CHILD PLACING

THE number of children cared for by institutions affiliated with the Children's Bureau of Winnipeg has declined by 30 per cent, and the number of days care given by approximately 25 per cent in the past seven years according to a comparative statistical analysis for the years 1930 to 1936 inclusive recently released by the Bureau, for the ten institutions which have been affiliated with this service during that period. One institution discontinued its care of children in 1935. The figures are compiled for the twelve month periods ending August 31st. In totals the number of children in care in 1930 was 1,742, and in 1936, 1,217.

A detailed analysis for 1936 records 278 applications for admission of children to institutional care, of which 114 were granted and 158 investigated but not recommended. On August 31st, 6 applications were not disposed of. Of the 633 children involved in these applications 449 or 70.9 per cent had both parents living, 180 had one living parent, and only 4 were full orphans.

Illness of the mother was by far the greatest primary cause leading to applications made to the Bureau, accounting for 104 out of the 278 applications received. Illegitimacy was the next most frequently recurring factor, accounting for 82 applications. Separation of the parents, domestic trouble and divorce, gave rise to 29 applications, death of the mother, 15; desertion of one or both parents, 12; illness of both parents, 8; destitution, 8; illness of father, 3; death of father, 2; death of both parents, 2; immorality, 1; father or mother in gaol, 8; and incorrigible children, 3. In summary, the illness of parents was responsible for 41.37 per cent of applications, unmarried parenthood 29.5 per cent, and desertion 4.27 per cent, these three causes giving rise to 75.14 per cent of all applications.

Of institutional placements made the following summary table is given for causes of admission in 1936 and 1935.

	1936	1935
Illness.....	43.45%	47.70%
Illegitimacy.....	29.76	19.67
Desertion.....	8.93	9.21
Mother Dead.....	2.38	7.11
Domestic Trouble.....	1.79	2.93
Parents Separated.....	5.36	1.67
Incorrigible.....	1.78	5.44
Miscellaneous.....	6.55	6.27

Of the applications not recommended for admission to institutions, 21 were not favourably considered by the Bureau Committee, 8 were withdrawn, 97 were adjusted otherwise by Bureau agents, 2 were referred to other agencies, and in 36 cases housekeepers or day workers were placed in the homes.

A financial analysis appended to the other tables gives the following interesting comparison of maintenance payments collected by the Bureau on behalf of its affiliated institutions for an eleven year period from 1926 to 1936 inclusive :

1926.....	\$2,128.58	1932.....	\$5,093.97
1927.....	6,088.27	1933.....	3,898.20
1928.....	7,485.95	1934.....	4,202.04
1929.....	9,868.28	1935.....	4,830.32
1930.....	8,916.84	1936.....	4,915.33
1931.....	5,816.12		
		Total.....	\$63,243.90
		Average per year	\$5,270.32

The following comment on these interesting statistical tables has been given for publication in this Bulletin by an executive staff member of Canada's oldest and largest child protection agency, the Children's Aid Society of Toronto :

"The statistical report of the Children's Bureau of Winnipeg is a most interesting analysis of comparative statistics, and in studying it here we have been impressed with its comprehensive nature and findings.

"It is worthy of note that there has been a marked decrease in the past six years in the number of days care given, an experience which is similar to that in most other child caring agencies and is due, no doubt, to the better organization of relief and family resources in the community, as well as to a more careful intake service. The larger number of adjustments made by Bureau agents is another indication of activity and skill in the investigation and treatment work of the Bureau, making admission in these cases unnecessary.

"The function of the Bureau, which it has carried on for a number of years in placing housekeepers in homes in which illness or other emergency removes the mother, as an alternative plan to admission, is one that is rather unusual and further details from Winnipeg as to the method of procedure, supervision and comparative success of such an undertaking should be of real interest to the readers of 'Child and Family Welfare'."

M. B.

## PUBLIC WELFARE SERVICES

### NEWS NOTES FROM BRITISH COLUMBIA HEALTH AND WELFARE SERVICES

#### Staff Changes and Appointments

ON December 1, 1936, Miss Laura Holland, C.B.E., retired from the position of Superintendent of Neglected Children, Department of the Provincial Secretary, for British Columbia. She has been succeeded by Miss Isobel Harvey, who has been Deputy Superintendent for the past year.



Since the organization of the Welfare Field Service on April 1, 1935, (whereby the social workers of the different provincial health and welfare services were grouped together) Miss Holland has carried the two positions of Supervisor of the Field Service and Superintendent of Neglected Children. The duties of the two positions have become too heavy for her and it is on her recommendation that

she has retired from active direction of the Child Welfare Branch to devote all of her time to the Welfare Field Service.

Miss Harvey was formerly instructor in English at the University of British Columbia and holds B.A. and M.A. degrees from the University. She is also a graduate of the University Social Service Course and has had four years of experience in the Provincial Secretary's Department.

The value of Miss Holland's work in building up the provincial child welfare services, which she has directed for over five years, cannot be overestimated and it is with great regret that her retirement from this work has been accepted. The Department is also very much indebted to her for assuming direction of the Welfare Field Service during the last two years in addition to her other duties. Without Miss Holland's organizing ability and leadership this service could never have been brought to its present level of efficiency. She will now be more free, it is hoped, to work even more intensively on the development of this service.

#### Venereal Disease Program

On October 1, 1936, the Division of Venereal Disease Control was organized under the Provincial Board of Health of the Provincial Secretary's Department. The organization of this Division

represented the beginning of a new and reorganized program to combat the venereal diseases in British Columbia.

The Division has been designed to centralize control of the whole venereal disease programme under one administrative authority. It is similar in organization to the Division of Tuberculosis Control which, under Dr. W. H. Hatfield, has already achieved substantial success in its centralized attack upon the problem of tuberculosis.

The seriousness of the problem of the venereal diseases and the need for action has been emphasized recently in public statements made by the Provincial Secretary, the Honourable G. M. Weir, Dr. Weir has estimated, on the basis of advice from his officials, that the number of persons suffering with or from the effects of the venereal diseases in British Columbia may be as great as 150,000—or about one in every five in the province.

The direction of the Division of Venereal Disease Control has been placed under a full-time medical officer, Dr. S. C. Peterson, formerly of Winnipeg. Dr. Peterson has come to British Columbia highly recommended as an expert on the venereal diseases. He has had a large practice in this field in Winnipeg for many years, and immediately prior to his move to British Columbia he was in charge of the venereal disease clinic maintained by the Province of Manitoba at St. Boniface Hospital, Winnipeg.

Dr. Peterson will have his headquarters in Vancouver at the venereal disease clinic operated there by the Provincial Board of Health, and will supervise the work of other clinics and treatment centres located in other parts of the province. The Honourable G. M. Weir, has announced that it is the policy of the Department to institute a modern, efficient system of combating the venereal diseases, and that Dr. Peterson will be given every possible support to organize this programme in detail.

A significant part of the new programme is the development of social service work. Miss Ursula Whitehead, R.N., has been appointed as Supervisory Social Worker for the Division of Venereal Disease Control, and began her new work on the same date as Dr. Peterson. Miss Whitehead, who is a graduate nurse of long experience, graduated in 1936 from the social work course of the University of British Columbia. Miss Helen Braidwood, also a 1936 graduate of the University social work course, was appointed on November 16, 1936, to assist Miss Whitehead. These steps represent the first moves in British Columbia to use trained social workers in connection with a venereal disease programme.

Dr. Jack Wright was appointed on November 1, 1936, as Assistant Medical Officer at the Vancouver Clinic. Dr. Wright, a former Canadian tennis champion who has been for some years on

the staff of the Vancouver General Hospital, will assist Dr. Peterson at the Vancouver Clinic. Dr. Peterson is also building up a staff of consulting physicians at the Clinic, so that clients can obtain the best of medical advice and service.

Further development of the new program and integration of the work with other public health and social welfare activities will be carried on with the advice of an Advisory Council, which is to consist of the Provincial Health Officer, the Director of Social Welfare, other departmental officials and medical and other consultants from outside the Provincial Government service. Considerable publicity has been given to the programme and it is receiving substantial public approval and support.

H. M. C.

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*PROVINCE OF ONTARIO WILL ASSUME MUNICIPAL COSTS IN  
MOTHERS ALLOWANCES AND OLD AGE PENSIONS*

The Hon. David Croll, Minister of Welfare and Municipal Affairs for the Province of Ontario announced that the Ontario Government had decided to bear the entire cost of Mothers' Allowances and to take over the municipal share of Old Age Pensions, according to a press statement published on January 7th. In the same statement Mr. Croll indicated that the Government would retain all revenues from the provincial income tax, and announced that the necessary legislation would be introduced at the legislative session which is now in session, the legislation to be made retroactive to January 1st. The Dominion Government now pays 75 per cent of old age pension costs, the province 15 per cent, and the municipalities 10 per cent. Mothers' Allowance costs have been shared equally between the province and the municipalities.

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*NEW PROVINCIAL SUPERINTENDENT IN ALBERTA*

Crowded out of the last issue of this Bulletin was the announcement that Mr. T. R. Blaine had been appointed last autumn as Superintendent of Child Welfare for the Province of Alberta. Mr. Blaine succeeds Captain K. C. McLeod who recently retired from the Department after serving for many years as Provincial Superintendent.





## COMMUNITY ORGANIZATION

### COMMUNITY CHEST CAMPAIGNS IN 1936

CANADIAN Community Chests netted a gain of almost 5 per cent in the totals raised in 1936 fund raising campaigns, over the results for the previous year, according to all reports received up to the time this Bulletin went to press. For eleven of thirteen federations for which reports are in hand the net gain is 4.9 per cent, and all but one of these eleven registered an improvement. The Regina Community Chest, which did surprisingly well in its initial 1935 campaign, ran into hard luck this year with some of the difficulties frequently experienced by a new federation not yet thoroughly organized.

It is of interest to note that the Canadian experience corresponds rather closely with that in the United States for the same period. Two hundred and sixty-four Community Chests reporting to the Community Chests and Councils Inc. (New York) had registered a net gain of 4.7 per cent up to January 5th, 1937, over the previous year's results. Returns for which a comparison is possible are still generally below the 1929 level by about 10 per cent, although thirty-one out of ninety-eight federations which have been reporting to the C.C.C. since 1929, show an increase in results of the last campaigns over 1929 levels.

#### **A New Catholic Federation in Vancouver**

Canadian welfare federations, when all reports are in, will show a grand total of campaign subscriptions not far below \$3,200,000 for the 1936 appeals. These funds for the most part, are for expenditures in 1937. Close to 300 welfare organizations participated in the thirteen federated appeals in 1936, and one new organization, the Federation of Catholic Charities of Vancouver, was formed and made its initial appeal last autumn reporting a total raised of \$16,129.

The services embraced in this new federation participated until this year in the non-sectarian Vancouver Welfare Federation. Although it was feared that the confusion which might result in the first instance from the two separate appeals, might affect subscriptions seriously, both appear to have been successful, and the Welfare Federation, notwithstanding the change, raised a larger fund than it was able to raise the previous year, and con-

tinued its unbroken record of bettering its results each year since its initial appeal. We have not as yet received any detailed report from the new Catholic Federation in Vancouver, but shall hope to have more information in the near future. In the meantime, enquiries may be addressed to 710 Seymour St., Vancouver.

### All Returns Show General Improvement

The improvement shown in campaigns this year seems to have been general rather than particular, and to have reflected in part the improvement in economic conditions, and in part distinct improvement in preparation and organization for the appeal. In some instances an improvement was registered especially in the higher bracket subscriptions, and in just as many, it proved to be in the lower bracket. In more than one instance an improvement in a particular section of the campaign in 1936, followed a similar improvement in another section the previous year, which would seem to indicate merely a new point of attack in a general campaign strategy to raise levels of giving. Almost every federation reports in addition many new subscribers this year. Incidentally the federation of French speaking services in Montreal has averaged an almost 40 per cent increase in the number of its individual subscribers each year since its initial campaign in 1933.

The following figures are taken from unofficial reports received up to the time this Bulletin went to press. The returns reported in some instances are as yet incomplete or are estimates of the final totals anticipated at this time.

	Raised 1935	Raised 1936
Halifax Community Chest.....	\$ 56,000	\$ 57,000
Montreal—		
Federated Charities.....	690,000	734,000
Federation of Catholic Charities.....	179,775	191,215
Federation of Jewish Philanthropies.....	272,389	282,125
Federation des Oeuvres de Charité Canadiennes-Françaises.....	305,317	349,955
Toronto—		
Federation for Community Service.....	482,300	496,000
Federation of Catholic Charities.....	102,441	104,223
Federation of Jewish Philanthropies.....	69,000	75,000
Ottawa Community Chests.....	146,778	149,915
Hamilton Community Fund.....	92,500	92,500
Winnipeg Community Chest.....	268,000	No report
Regina Community Chest.....	39,000	32,500
Vancouver—		
Vancouver Welfare Federation.....	320,055	325,651
Federation of Catholic Charities.....	.....	16,129
	<u>\$3,023,055</u>	<u>*</u>

\* With returns yet to be received this total should be in the neighbourhood of \$3,180,000.

—M. B.



## DELINQUENCY AND RELATED SERVICES

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### FACTS FROM THE ANNUAL REPORT OF JUVENILE DELINQUENTS IN CANADA - 1935

IT cannot be claimed that the report of Juvenile Delinquents for 1935 is a creditable one to the Dominion. A decrease of 0.54 per cent. comes close to being no improvement at all. The figures for major delinquencies make the picture still more unsatisfactory. An increase of 3.8 per cent. here is a serious matter, although a decrease of 12 per cent. is recorded for minor delinquencies. Cases of theft show an increase of almost 15 per cent. How can this be accounted for? Is it due to increasing need among those who have no legitimate way of meeting it? Is there a weakening of morale in this regard, or are our courts too lenient in their treatment, thereby encouraging a 'take a chance' attitude which is really contempt for the juvenile courts?

#### Repeaters

The figures for the repeaters may help to form a conclusion on these points. There were more repeaters before the courts in 1935 than in any previous year since 1926. The biggest increase was among second and third offenders; a small increase is noted in fourth offenders and the number of fifth cases shows a substantial decrease, which may, however, be very misleading as many have passed beyond the jurisdiction of the juvenile courts at this stage of their career. The proportion of repeaters has not varied materially during ten years—approximately one in every four delinquents has been in court before, one in nine has had one previous conviction, and one in six has had more than one previous conviction.

Coinciding with this increase in repeaters is an increase in the number of juveniles released on probation under the supervision of the court during the past two years. Does this mean that probation is failing as a cure for delinquency, or is the staff of the probation department inadequate or inefficient? A survey of the provinces shows the following :

PROVINCE	Percentage of Repeaters	Percentage of Court Supervision	Percentage of Suspended Sentences
P.E.I. ....	27	3	24
Nova Scotia .....	32	43	9
New Brunswick .....	22	0.8	29
Quebec .....	13	69	18
Ontario .....	32	44	28
Manitoba .....	43	44	2
Saskatchewan .....	21	45	4
Alberta .....	12	58	15
British Columbia .....	45	52	29

Only two provinces have less than 20 per cent. repeaters, and they have the highest percentage of cases on probation; Alberta showing 12 per cent. repeaters and 58 per cent. on probation, and Quebec with 13 per cent. repeaters and 69 per cent. on probation. The number of repeaters in three provinces—namely, Saskatchewan, New Brunswick and Prince Edward Island, ranges between twenty and thirty per cent. of total delinquents. Saskatchewan makes use of probation in 45 per cent. of its cases and is third lowest in repeaters, while New Brunswick and Prince Edward Island use the suspended sentence in 29 and 24 per cent. of their cases respectively. British Columbia with 45 per cent. and Manitoba with 43 per cent. repeaters both make large use of probation—52 per cent. and 44 per cent. respectively. British Columbia, in addition, uses the suspended sentence in 29 per cent. of its cases. Probation work seems to be more successful in some provinces than in others. No doubt a better trained or increased staff on probation work would reduce the recidivist group.

### Experiment with Corporal Punishment

One other column draws attention. Manitoba made use of corporal punishment in 103 cases. The remainder of the provinces combined used this method in 28 cases only. Statistics show, however, that this method failed to reduce the percentage of repeaters, only British Columbia standing higher by 2 per cent. than Manitoba. It is interesting to note that Quebec with 1,633 delinquents has only 13 per cent. repeaters, 69 per cent. on probation, 18 per cent. on suspended sentence, and 10 per cent. to reform schools. This cares for 97 per cent. of its delinquents. Manitoba with 43 per cent. repeaters cares for only 56 per cent. of her delinquents by these three methods and uses reprimand, fines and corporal punishment, and 44 per cent. of her delinquents are not recorded as having any supervision after court appearance. In Quebec only 3 per cent. are in this position, and Ontario with 32 per cent. repeaters releases 21 per cent.

The experiment with corporal punishment proves conclusively the futility of this method of treatment for the children who are

brought to our courts. The British Commission on youthful offenders found that the highest number of repeaters was among the group that had been detained for short periods and this method has been discontinued. It is interesting to note that only 15 children were detained for short periods in Canada.

The British Commission found also that the group furnishing the second highest percentage of repeaters came from those who had been given corporal punishment. It pointed out that it is the bad type of boy who is whipped. These boys go from the court and boast to their companions that "it didn't hurt" and in the spirit of bravado they deliberately commit the same crime again. Some natures are soured by this treatment and a spirit of revenge is engendered. A good many of these boys have been given thrashings by parents more terrible than any court dare order. Thus when a boy receives 6 or 12 strokes with a birch by a kind hearted officer of the law, the effect is not helpful.

An interesting clipping came to my desk taken from an English newspaper of recent date. It relates how the Juvenile Court authorities in one large city were puzzled by boys reappearing in court after being birched. They discovered that the culprits were exhibiting their stripes for a penny a peek. Is it not time for Canada to laugh this ridiculous method of treating problem cases out of court?

#### **Treatment of Major Delinquencies**

Our method of treatment of major delinquencies has not varied very much since 1922. The number of reprimands has been halved during the year covered by the report, while there is a slight increase in the number placed under the supervision of the court. The 'returned to parents' column is beginning to climb again, fining has fallen off considerably since 1929, and only 15 were detained during the year. The number of those sent to industrial schools or given suspended sentences is about the same, while corporal punishment is the highest on record.

The types of crimes committed by the children of Canada remain the same. Theft leads the way, with 'breaking and entering' a close second. The economic situation, no doubt, is a factor here, but it presents a serious challenge to the home, school and church. Honesty should be woven into the very fibre of the child life of our nation. I know of no other institutions which are in a better position to do this than these three named. Children in conflict with the law present a grave problem, which can be solved only by a careful scientific approach to each individual case and the employment of carefully trained experts in character adjustment.

HARRY ATKINSON,  
Chairman, Division on Delinquency Services.





## LEISURE TIME AND EDUCATIVE ACTIVITIES

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### WORLD MEETINGS LOOK AT LEISURE TIME AND RECREATION

*A report on meetings of the Third International Conference on Social Work at London and the World Congress on Leisure Time and Recreation at Hamburg, July, 1936, by William Bowie, Chairman, Division on Leisure Time Activities, Canadian Welfare Council.*

#### London Conference

THE London Conference gave an opportunity to social workers from all countries to discuss their current problems and methods of work. It served to demonstrate the importance of social work in the modern world and the increasing place given to it in all departments of life. It also provided opportunities for informal meeting and acquaintance among social workers of all countries.

The maintenance and development of local community life has in recent years emerged as one of the main concerns of the modern social worker. The Conference gave an unique opportunity for the discussion of the general problems involved and also provided for consideration of the central theme in relation to the various types of social work.

The programme consisted of general sessions open to all members of the Conference and the meeting of five Commissions which examined in detail the bearings of the various types of social work upon the Conference subject.

A limited number of visits and excursions were also provided.

The five Commissions were divided as follows :

- |                      |                              |
|----------------------|------------------------------|
| (1) Health           | (2) Education and Recreation |
| (3) Material Welfare | (4) Social Adjustment        |
| (5) Unemployment     |                              |

Your delegate identified himself particularly with the Commission on Education and Recreation. This Commission only had time to receive reports from a limited number of recreation leaders from selected countries.

The main emphasis of the Commission's work was upon the broader implications of recreation and leisure time as it affected the family unit.

The value of participation in healthful sports and games was naturally accepted and no time was spent on this phase of recreation. Great stress, however, was put upon the necessity for making provision in any community for a diversified opportunity for recreation and joyous use of leisure time in Arts and Crafts, Music and Drama, group activities along social lines, informal education study and discussion groups, outdoor life, camping, nature study, hiking and gardening.

The Commission on Education and Recreation was ably lead by Prof. Kozak (Czechoslovakia), with M. O. Skjerbaek (Denmark) and M. Depasse (Belgium) as Rapporteurs; Major E. S. C. Carter of Great Britain, acted as Secretary. The proceedings were conducted in three official languages, English, French and German, and will be published early in 1937.

As one would expect in the consideration of such a subject as recreation, no contentious point was raised. However, it was apparent that each country in its own particular way was marching towards a common goal; each country in its own way reaching out for opportunities for richer living for its people. It would appear that some countries were making speedier progress because of government regulation and regimentation. Democracies were achieving the same and through the slower processes of evolution.

An outstanding feature of the Conference was a general session under the Chairmanship of Dr. René Sand. It took the form of a Platform Symposium on "Recent Changes in Local Community Life" and was participated in by delegates from the United States, Belgium, Germany, Czechoslovakia, France, Great Britain, Denmark, Palestine, Turkey and other speakers from the far East. There was a certain clashing of views. The delegates were outspoken whilst respecting the viewpoint of others. The Chair was ably filled by Alexander Farquharson, General Secretary of the Conference.

Dr. Letitia Fairfield, delegate from Great Britain, received rounds of applause for her frank statements regarding the British viewpoint which appeared to be quite at variance with that of some of the delegates from European countries.

The Interpreter Service of the Conference did not appear to be adequate. The waiting room and the lounge facilities at Bedford College also were cramped and unsuitable.

Your Delegate was able to take advantage of opportunities to visit certain community recreational developments on the outskirts of London. Whilst in Scotland the Government housing areas were visited. Especially in the rebuilt mining and depressed areas visits were made to several of the still existing and occupied

old miners' cottages. The contrast between the old and the new was remarkable.

In conversation with leaders in community life in the different areas, your Delegate learned at first hand a great deal of useful information as to the effect of the new living conditions on the older and the present generation.

Visits were made to occupational and community centres organized by the people themselves along the lines of mutual aid and self-help. It was noticed that in some districts temporary buildings were serving the purpose somewhat inadequately. In other districts permanent buildings were being erected to provide opportunities for the better use of leisure time of both the employed and the unemployed.

Visits were made to the coal pit areas which were in production and where facilities were provided for baths and showers for the miners at the pit head. The Miners' Welfare Centres were also visited where bowling greens, tennis courts, gymnasium and social activities were provided on a co-operative basis between the miners and the employers.

Visits were also made to a training centre operated by the Ministry of Labour. This was one of nine such Centres in operation in the United Kingdom and was located in Springburn, Glasgow. Col. Hawkins, the Director, conducted your Delegate over the building in this Centre. Young men between the ages of 18 and 30 were given a six months' intensive course of training in the different trades.

The apparent interest and keenness amongst the men was particularly noted. The Director of the Training Centre stated that some 90% of the young men would probably be successful in securing positions as a result of the specialized training being given.

Visits were also made to the Family Holiday Camp at South Queensferry near Edinburgh, where approximately 5,000 individuals grouped in family units were given a two weeks' summer holiday at extremely low cost. The cost, it was pointed out, was within the means of those families which were receiving unemployment insurance.

This camp, along with one other, was considered to be an outstanding contribution of its kind in the United Kingdom.

Visits were also made to camps which were operated for boys between 12 and 16 years of age drawn from the depressed areas. In one camp on the east coast of Scotland some 900 boys were accommodated in two week periods over a six week season.

Your Delegate was very impressed with the large scale provision being made for outdoor recreation. This included park and playground developments, tennis courts, football pitches and outdoor swimming pools.

In the inland towns huge concrete wading pools were being built in the park areas for the use of younger children.

An outstanding example was an outdoor swimming pool which had just been completed at Portobello near Edinburgh, at a cost of \$400,000. The swimming pool proper measured 330 ft. by 110 ft., and the size of a foot ball pitch. It was so designed that at the shallow end it was graded down to zero so that even the smallest children could be accommodated. A special wavemaking apparatus which operated at 15 minute intervals produced the effect of breaking surf at the shallow end of the pool. The water was salt and was heated. Seating accommodation for 5,000 persons was provided and restaurants with controlled prices were available within the swimming pool inclosure. A wide tiled promenade was also included in the building lay-out. The attendance exceeded the expectations of the officials of the Corporation of Edinburgh. Special trains were run from the north, west and southern parts of the country to this attraction.

Families paid their admission in the morning and with their picnic baskets remained at the swimming pool practically all day. All this was provided at a very low cost, six cents for admission for spectators and twelve cents for the bathers.

### **Hamburg Congress**

The World Congress for Leisure Time and Recreation opened in Hamburg, Germany, with an impressive ceremony. Dr. Robert Ley, the head of the Deutschen Arbeitsfront, was elected president of the General Committee.

During the Congress there were general meetings and also sessions of working committees. There were also many outside demonstrations and much general entertainment. The folk plays and festivals were tastefully presented. The newly-opened exhibition hall, illustrating the native crafts and arts, was most attractive. Very interesting mass demonstrations were given in the city squares and sports grounds. A huge parade of groups from all over Germany and of representatives from some of the visiting nations was held on Sunday, 26th of July. More than three hours were required for the parade to pass. Many of the participants were dressed in their native costumes and illustrated products and arts of their communities.

## **Working Sessions**

The working sessions of the Congress were divided into seven parts :

1. The social problem: public and private initiative.  
The political and economic significance.
2. The character of the recreation movement and the forms its organization assumes.
3. The question of situation—factory and housing. The influence of beauty in his working surroundings on the man and his home culture.
4. The week-end. Holidays and recreation. The value of physical culture for the working man.
5. The women's leisure time.
6. Leisure time for children and young people.
7. The fundamental relation between leisure and work. The influence of work on art and culture. The relations between work and national culture. People's education, traditional customs and creative amateurism.

These seven working sessions were arranged so that everyone could participate. Opportunity was given for each person to visit labour camps, factories, youth hostels. The play festivals held in connection with the Congress were especially interesting to everyone.

The general subjects were translated by telephone and were instructive to all. Nothing was left undone to assure the delegates of a heartfelt welcome and to provide for their comfort and convenience. There were several hundreds of interpreters ready to aid the foreign delegates, and in the Congress hall a special ear phone system was installed for the use of the foreign delegates, so that each delegate could listen to a translation in his own language. Free transportation on street railways, bus lines and boat lines was made available. A fleet of motor cars was at all times at the disposal of the delegates to take them from their hotels to the various places of meetings.

## **Demonstrations and Exhibits**

There was a model playground for the children and several different centres in the form of amphitheatres that provided for the demonstration of activities. One area of the park, known as the "Platz des Handwerks", was devoted to examples of model homes with little gardens for people of low incomes. Several European countries have placed great emphasis on the home as the centre of recreation activities. Every effort has been made to see



that the families of working people have opportunities for gardens. A distinguishing feature of the Congress was the extent to which recreation activities were actually demonstrated.

During the mornings of the first three days of the Congress plenary sessions were held in the Music Hall. The forenoons of the last three days were devoted to meetings of the various committees into which the Congress was divided for the more intimate discussion of different problems. In general the afternoons and evenings were devoted to demonstrations, inspection and exhibits and of parks and recreation facilities in the city. The demonstrations included—calisthenics, gymnastics, games, dances, drama, handcraft, model airplane flying, camping. Throughout the Congress there was emphasis upon joy and happiness.

It was decided to hold the next meeting in Rome in 1938.

It was made possible for your Delegate to visit the Park and Recreation areas and to see the Hitler Youth Organization, (boys and girls), demonstrate a programme of group games and physical training. German youth seems to be held by some strong motivating force.

The emphasis of the national movement "Joy through strength", boasting of some twelve million members, was placed on widespread participation in outdoor physical training and health activities. In some cases traditional athletic events had been adapted from a competitive nature into strength building exercises. A large group of boys between the ages of 12 to 14 years, (600 in all), took part in group games very similar to those in use in Canada. The boys were under strict discipline and control. The whole demonstration seemed to lack the spontaneity with which the Canadian boys participate. Nevertheless the German Youth seem to be rapidly achieving the "Strength" ideal; the "Joy" may be expected to follow as a result of the attainment of strength.

Visits were made to the new housing schemes in the slum areas. An interpreter-guide conducted your Delegate into the Jewish Quarter to show that the Jews were not being persecuted. New housing schemes were being built close to where the workers were habitually employed. Under the new housing scheme generous provision is made for garden and sand plots for the smaller children.

There does not seem to be in Hamburg the same intensified effort to supervise playgrounds as exists in Canada and the United States. The reason for this may be that the German boys and girls are enlisted in the governmental physical training and labour groups so that supervision of playgrounds would only affect the younger children.

## Conclusion

The attack on the present day Recreation and Leisure Time problem in other countries seems to have a large measure of government support. In European countries where dictatorships exist it would seem as if the pendulum had swung too much in this direction. In Great Britain, just sufficient government support is provided to stimulate further efforts on the part of the people themselves. A great deal of this stimulation is provided through the late King's Jubilee Trust Fund, the Pilgrims' Trust Fund and the National Playing Fields Association. Large sums of money are freely contributed by the people at large in order to make it possible to provide certain subsidies to local and community effort in the field of Informal Education and Recreation and in consequence activity and interest are fairly widespread.

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### THE NATIONAL FILM SOCIETY OF CANADA

*The following information has been supplied by the Secretary, D. W. Buchanan,  
172 Wellington Street, Ottawa.*

THE NATIONAL FILM SOCIETY OF CANADA is now proceeding to implement some of the recommendations contained in its report on "Educational and Cultural Films in Canada," published in June, 1936. It has established in Ottawa a central office for information. This office is preparing to publish a complete list of film sources in Canada, together with a series of bulletins describing films of educational value produced in Canada.

With the co-operation of the British Film Institute, the National Film Society of Canada has arranged for the publication of a special Canadian edition of the well-known film quarterly, "Sight and Sound". The first Canadian edition will appear in February, 1937.

Individual membership in the National Film Society of Canada is five dollars a year; corporate membership is twenty-five dollars a year. Members are entitled to make full use of the information services of the national office and also to obtain all publications. For others, who only wish the publications, a special subscription fee of two dollars a year can be arranged. For non-members, the subscription to the Canadian edition of the quarterly "Sight and Sound" is sixty cents a year, post free.

Copies of the report on "Educational and Cultural Films in Canada", published under a grant from the Carnegie Corporation, are still available at twenty-five cents each, upon request.

## FRENCH-SPEAKING SERVICES

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### LA PROTECTION ET LE PLACEMENT DES ENFANTS

MADAME PAULINE L. LANDRY

de la Société de l'Aide à l'Enfance à Ottawa

*Travail présenté à l'assemblée annuelle de la Société de l'Aide  
à l'Enfance des comtés de Prescott et Russell, tenue à*

*Hawkesbury, Ontario, le 20 novembre, 1936.*

TOUTE oeuvre moderne d'action sociale tend non seulement à garder le foyer familial intact, mais aussi à le renforcer et à le sanctifier. Quelqu'un a déjà dit que "la famille était la cellule-mère de la société." Puisqu'elle est l'unité fondamentale de cette société, tout coup porté contre la famille lui est funeste et a sa répercussion dans l'organisme social tout entier. C'est pourquoi les visites faites dans les foyers ont pour but de conserver la vie de famille, ou de la rétablir quand certains problèmes domestiques se sont ligüés pour la détruire.

#### **Travail détaillé des enquêteuses**

La visiteuse sociale a donc un travail constructif à faire dans ce champ d'action. Il lui faut chercher la vérité qui repose sur des faits réels, trouver la cause des difficultés qui surgissent, découvrir les obstacles qui nuisent à la bonne entente des parents entre eux, ou des parents avec leurs enfants; en un mot, elle doit aller à la source même des problèmes familiaux. Son travail essentiel consiste à inculquer aux parents, un vrai sens de leurs responsabilités, les aider, les convaincre et même les forcer, s'il le faut, à devenir ou à rester des gardiens compétents et consciencieux de leurs enfants pour éviter une séparation.

Le travail dans les cas de famille est probablement le plus difficile, le plus long comme le plus délicat et nécessite une patience et une persévérance qui ne se laissent pas rebuter par aucune difficulté. Il faut en plus agir avec tact, parce que nous pénétrons dans l'enceinte sacrée d'une famille afin d'en étudier l'histoire domestique, analyser leur genre de vie, leur budget, enfin tous les côtés de cette existence pour en dégager ensuite des conclusions pratiques avec un jugement impartial, capable de rendre justice à chacun. Ces facteurs sont donc indispensables à la bonne disposition d'un cas, et combien de semaines, de mois, ne faut-il pas pour réaliser le rétablissement définitif d'un foyer dispersé.

Pour arriver à quelque succès, il faut tenir compte de deux choses:

1 Ne jamais traiter la famille "en masse" parce qu'elle se compose de personnes d'âges et de sexes différents et que par conséquent, il s'y rencontre autant de tempéraments, de caractères propres à chacun. Comment pouvons-nous apporter un remède aux malaises existants, ou donner une aide et un conseil efficaces, si nous ne connaissons pas nos clients individuellement?

2 Ne pas TOUT faire pour le client. Laissons-le raconter ses difficultés, ses misères; essayons de connaître quels plans il a faits pour l'avenir; enfin, laissons-lui ses responsabilités, mais travaillons toujours en vue de lui faire réaliser son plan, tout en le corrigeant, s'il y a lieu, ou en suggérant certains changements que l'on fait comprendre aux divers membres de la famille. Tous et chacun ont quelque chose à effectuer par eux-mêmes et ont des devoirs à remplir les uns envers les autres. Tout ceci prend beaucoup de temps et demande de nombreuses visites, pendant lesquelles nous nous efforçons de gagner la confiance du client, et de le convaincre que nous sommes des amies venues, non pas pour le critiquer ou le blâmer, mais bien pour l'aider et le secourir.

### **Histoire d'un cas et la façon avec laquelle il fut traité**

La famille XX est un exemple concret de ce que j'avance. La mère, bonne chrétienne, est morte de misère et de peine, laissant sept orphelins de quatre à dix-sept ans. L'aînée, restée à la tête de la maison, essaie de son mieux; mais elle n'a aucune autorité sur ses frères et soeurs. Le père néglige ses enfants, ne donne aucune aide à sa jeune fille; au contraire, il boit, s'amuse et est lui-même une cause de discorde. Les enfants sont devenus dans la plus grande misère. En hiver, le bois, le charbon et les vêtements chauds manquent; la nourriture est insuffisante. Les enfants sont indisciplinés, volent, parlent mal, etc. etc. Le cas nous est rapporté par des voisins. Nous visitons et constatons que cette famille de huit personnes habite un taudis de trois chambres, l'eau est gelée dans les tuyaux, la glace couvre une partie du plancher. Il n'y a rien autre chose à faire que d'envoyer les enfants à l'orphelinat.

L'examen médical démontre que tous ces enfants ont des santés délabrées; tous doivent faire traiter leurs dents; quatre subissent l'opération des amygdales; trois ont la vue affectée et doivent avoir des verres; les plus jeunes souffrent de rachitisme; deux garçons ont aussi besoin de soins chirurgicaux. L'examen mental a révélé que tous ces petits sont anormaux et surtout l'aînée qui avait charge de la maison. Calculez maintenant, si vous le pouvez, ce que cette famille a coûté à la Municipalité!

Voici comment nous avons traité ce cas. En premier lieu, nous avons fait soigner tous les enfants, puis les avons fait admettre à l'orphelinat pour une période de six mois, afin de les discipliner et de les mettre en condition. Pendant ce temps, nous avons visité la parenté et avons trouvé une grand'tante qui a eu le courage et le dévouement de se charger de rétablir ce foyer. Elle était indépendante pourtant et vivait tranquille avec ses filles; mais par dévouement, elle s'est astreinte à accepter le secours direct pour les enfants et à louer une maison assez grande pour loger convenablement tout son monde. Avec l'aide de certaines autres organisations charitables, la maison fut aménagée de meubles, de vaisselle, enfin de tout ce qui est absolument nécessaire. Nous avons ramené les enfants à la maison les uns après les autres. Voilà un peu plus d'un an que ces pauvres petits jouissent de la vie de famille avec une tante qui a su s'attirer l'affection de tous et qui vivent heureux ensemble. Si, dès le début, nous avions connu ce cas, combien de souffrances n'aurions-nous pas évité à ces enfants et combien d'économies pour la Municipalité!

Tout enfant a droit aux soins sages et éclairés qui comprennent une nourriture saine et appropriée et des vêtements convenables. Il doit en plus recevoir les soins médicaux, une instruction en rapport avec sa condition, et l'éducation qui consiste dans la formation de la volonté, du coeur et des sens. Cette éducation est une oeuvre capitale qui ne saurait être remplacée par autre que celle de la famille; elle laisse une empreinte ineffaçable et exerce une influence décisive sur les destinées de l'enfant. C'est pourquoi l'enfant doit sentir autour de lui, une atmosphère familiale propre au plein développement de sa vie spirituelle, intellectuelle et morale, et être protégé même et surtout, dans ses moments de loisir.

### **Le bon emploi des loisirs**

Le jeu est d'une grande valeur comme moyen d'éducation et de discipline morale. Le jeu n'est pas seulement un passe temps, mais devient le *travail* et la *vie* de l'enfant; c'est par le jeu qu'il manifeste le mieux sa valeur sociale. Organisons ses loisirs; étudions-le au jeu et profitons de ces moments-là pour susciter chez lui des actes de volonté, de générosité, de charité et de maîtrise de soi. C'est par le jeu bien compris et bien dirigé que nous arriverons à former des jeunes gens et des jeunes filles de volonté et d'action.

Si le foyer paternel est le meilleur endroit où l'enfant puisse se développer normalement, il nous faut convenir qu'il existe des parents qui seront toujours incompetents, quoiqu'on fasse pour les aider à stabiliser leur foyer.



Lorsque les parents font défaut, soit à cause de maladie, d'incapacité mentale, cruauté, immoralité ou autre, la Société de l'Aide à l'Enfance doit intervenir. Quand elle juge à propos d'enlever un enfant à ses parents, elle assume de graves obligations, car elle *doit* leur prodiguer tous les soins auxquels il a légitimement droit, tels que son entretien, son éducation, sa formation intellectuelle, morale et religieuse et une surveillance à exercer jusqu'à son adoption légale, sa majorité ou son mariage. C'est donc le devoir de la Société de l'Aide à l'Enfance de lui procurer un foyer ressemblant le plus possible au foyer que, normalement, il aurait dû avoir chez ses parents.

### **L'Adoption des Enfants sans Foyers**

Nous pouvons substituer au foyer paternel par le foyer adoptif, par le placement familial (maison de pension) ou par les foyers gratuits ou rétributifs.

Après le foyer paternel, le placement d'un enfant dans une bonne maison d'adoption vient en premier lieu, et constitue le meilleur endroit où puisse se développer avantageusement sa jeune personnalité. Il est naturellement entraîné à se conformer aux demandes que la vie familiale et civile exigeront de lui. Par conséquent, il est de toute première importance de faire un choix judicieux de ces maisons d'adoption. Nous faisons une étude sérieuse et détaillée de la future famille adoptive. La demande d'adoption doit être faite par écrit et signée. Les renseignements suivants sont exigés et pour le foyer adoptif, et pour le placement familial :

Localité de la maison, composition du personnel familial, santé éducation, facilités éducatives et récréatives, revenu suffisant; enfin, il faut connaître la vie religieuse, intellectuelle et morale de la future famille adoptive. Nous exigeons aussi la recommandation de Messieurs les Curés et celle du médecin de famille et de trois autres personnes responsables qui ne sont pas parentes. Nous comptons beaucoup sur les recommandations de Messieurs les Curés et des médecins. Quel service vous nous rendriez si vous ajoutiez le plus de détails possibles plutôt que de nous donner simplement une réponse affirmative ou négative. De plus, nous faisons une visite à domicile et la maison est visitée de bas en haut.

Dans les cas d'adoption, nous cherchons à connaître les intentions qui ont guidé la demande, et quel plan d'avenir a été fait pour l'enfant. L'on découvre souvent, que si les parents adoptifs veulent rendre quelques services, ou faire le bien, ils s'attendent aussi à certains bénéfices en retour: soit la compagnie, l'affection, l'accomplissement d'une promesse, des services qu'ils

attendent de l'enfant plus tard. Chaque cas est traité individuellement. Pour obtenir des résultats satisfaisants, choisissons le foyer où l'enfant pourra s'adapter le mieux et devenir vraiment l'enfant de la famille.

La plupart des enfants qui nous sont confiés proviennent de foyers désorganisés et dispersés par quelques conflits familiaux. C'est pourquoi il faut que le nouveau foyer que nous voulons lui substituer soit solide et lui convienne, afin d'éviter les placements et les replacements qui sont préjudiciales à sa formation.

Ce serait faire une grave erreur que de faire adopter tous les enfants indifféremment. *Seul*, l'enfant qui est séparé définitivement de ses parents et celui qui est normal sous tous rapports peut être placé pour adoption. Etudions bien et connaissons nos enfants avant de les placer. La Cour peut seule séparer l'enfant de ses parents en le faisant Pupille permanent. Et seuls les examens physique et mental peuvent nous assurer qu'un enfant est normal. Ne plaçons jamais un enfant pour adoption avant que la Cour l'ait fait Pupille permanent ou que nous ayions en mains la signature de la fille-mère, apposée à notre formule "Parents' Consent".

Je devine que plusieurs d'entre vous trouveront que nous avons un avantage de plus à cause des nombreuses cliniques que nous pouvons consulter. Et c'est vrai. En ville, nous avons certainement plus de facilité à avoir l'examen mental, parce que nous avons des spécialistes qui viennent de Brockville toutes les semaines. Mais je sais que vous faites venir ces Spécialistes pour des cas particuliers. Ne pourriez-vous pas profiter du passage de ces psychiatres, dans votre localité, pour faire examiner au moins, un enfant d'intelligence douteuse, ou qui aurait des parents anormaux? Je crois que si cette demande était faite et répétée souvent auprès des autorités provinciales, vous obtiendriez, comme nous, une clinique mentale régulière, sinon toutes les semaines, au moins tous les deux ou trois mois. Et quel médecin refuserait de faire un examen physique à vos enfants? Je suis certaine que vos médecins ne refuseraient pas ce service, ou qu'ils le rendraient à un prix minime.

### **Conflits entre les Parents Adoptifs et les Enfants Adoptés, quand le niveau intellectuel n'est pas le même**

Ce serait aussi une erreur sérieuse que de placer un enfant arriéré dans une famille de gens d'intelligence supérieure, ou de mettre un enfant brillant dans un foyer de gens plus ou moins instruits. L'enfant ne saurait satisfaire ses aspirations intellectuelles et se sentirait seul et isolé des autres membres de sa famille adoptive.

J'ai actuellement sous ma surveillance, un adolescent qui fut placé pour adoption à l'âge de deux ans et demi, dans une famille d'ouvriers sans enfant. Les parents adoptifs, gens charitables, bon chrétiens, mais d'intelligence moyenne, aimaient le bambin et le gâtaient à qui mieux mieux. La mère adoptive mourut quand Jean n'avait que huit ou neuf ans. Quelques années plus tard, le père se remaria et eut des enfants. Bientôt surgirent des difficultés entre la belle-mère et le fils adoptif. L'enfant devint insupportable, querelleur, menteur, ne chercha qu'à tromper et à créer de la discorde. A l'école, on lui donnait la réputation d'être indiscipliné, paresseux, immoral même; on ne le tolérait que parce qu'il était d'âge scolaire.

Il fut accusé de vol et traduit en cour. Le Juge s'aperçoit qu'il y a conflit entre les parents et l'enfant et demande à la Société de l'Aide à l'Enfance de s'intéresser au cas. L'investigation révèle que la première femme avait été chercher le bébé sans l'assentiment du mari, mais que celui-ci toléra la chose, garda le bambin et finit par s'y attacher sincèrement. Nous avons placé Jean dans une de nos meilleures maisons de pension où il y a un jeune homme de bonne conduite qui lui porte un intérêt fraternel. La maîtresse de pension est ferme, énergique, intelligente et comprend très bien ce que nous attendons d'elle. Jean est entré à l'école de sa nouvelle paroisse. Dès ce moment, il change du tout au tout. A l'école, on nous dit qu'il est un élève appliqué, studieux et que certainement, s'il continue, il passera sa classe "d'Entrée".

Vous avez là l'exemple d'un enfant intelligent, placé dans un milieu inférieur où on ne l'a pas compris. Il s'est adapté facilement à son nouveau milieu. Il a trouvé des personnes instruites avec qui il peut causer de ses études, et sent qu'il est compris, dirigé et encouragé. Le vol était dû à ce que ses parents ne lui donnaient pas le nécessaire. Sa prétendue immoralité n'était autre qu'une curiosité excitée par le manque d'initiation chrétienne.

### **Ce qu'on exige des Maisons de Pension**

Lorsqu'un enfant n'est séparé de ses parents que temporairement, qu'il n'est pas adoptable, ou encore en attendant qu'il soit adopté, nous nous servons du placement familial ou maison de pension. Avant d'être approuvée, la maison de pension doit subir la même investigation que le foyer adoptif, et en plus se soumettre à certains règlements que nous essayons de "standardiser." Par exemple, le bébé doit être conduit à la "Goutte de Lait" où il est pesé et où la garde-malade surveille sa diète et son développement physique. Nous exigeons qu'un rapport soit fait à la visiteuse, de

toutes les difficultés pouvant surgir chez l'enfant ou entre celui-ci et quelque membre de la famille; qu'aucune décision sérieuse ne soit prise sans avoir discuté au préalable, avec la visiteuse. Nous n'exigeons pas le luxe pour nos enfants, mais nous voulons que nos maisons de pension présentent certaines conditions familiales, hygiéniques et morales. De plus, il doit y avoir un revenu suffisant pour subvenir aux besoins de la famille, sans compter sur le montant de la pension de l'enfant, car nous ne plaçons pas les enfants pour venir en aide aux familles nécessiteuses, mais bien pour remplacer le foyer paternel lorsqu'il fait défaut. N'hésitons pas à choisir pour nos enfants, les meilleurs foyers de l'endroit: une maison ne peut jamais être *trop* bonne pour servir au placement familial, parce que l'enfant ayant été négligé ou exposé à l'inconduite chez lui, devra à tous points de vue, trouver *plus* dans son nouveau foyer, pour combler l'insuffisance de son éducation tronquée.

La maison de pension sera suffisamment grande pour loger la famille. Certaines personnes sont surprises que nous refusions leur maison: elles ont pourtant une chambre libre pour le bébé qu'elles veulent pensionner. Quand nous visitons, nous découvrons que trois ou quatre personnes ont été logées dans la même chambre, ou que les parents ou les enfants couchent sur des canapés dans les pièces du rez-de-chaussée. Nous n'acceptons pas de telles conditions. Nous voulons autant que possible, que nos enfants aient leur chambre, ou s'ils doivent partager, qu'il n'y ait pas plus de deux enfants et qu'ils aient des lits séparés. Bien entendu, jamais de petit garçon et de petite fille dans la même pièce.

Le montant de la pension varie selon que les enfants sont Pupilles ou non. Soixante-quinze (0.75) sous par jour sont payés pour les Pupilles de la Société de l'Aide à l'Enfance. Cela couvre les frais de logement, pension et vêtements. Nous payons pour ceux qui ne sont pas pupilles, \$15.00 par mois. Cette pension est payée soit par le père putatif, par la mère ou par la Société. Dans certains cas où la fille-mère, par exemple, ne gagne pas suffisamment pour donner le montant en entier, nous lui faisons contribuer une partie, et la Société comble la balance.

Lorsque le Juge a signé le document qui fait l'enfant Pupille d'une Municipalité, cet enfant a droit, de par la loi, à .75 sous par jour; cela devient légal et par le fait même, obligatoire. Certaines sociétés se font payer le montant de la pension des Pupilles au lieu de faire payer directement la maison de pension. (Nous entrerons dans cette catégorie sous peu, à Ottawa). Il ne faudrait pas profiter de cette entente avec la Municipalité, sous prétexte d'économie, de priver l'enfant de ce dont il a besoin et de ce auquel il a droit. A l'avenir, nous payerons \$15.00 par mois pour pension, plus \$2.00

pour les extras; coupes de cheveux, réparages de chaussures, quêtes du dimanche, etc. La balance de \$5.00 sera gardée pour l'achat des vêtements que nous ferons nous mêmes.

### **Soins Particuliers aux Enfants Anormaux**

Nous avons différents types d'enfants qui demandent plus de travail de la part de la maîtresse de pension et de la visiteuse; soit un enfant anormal, imbécile, ou avec tendance à l'immoralité. Certaines personnes donneront de très bons soins physiques à un imbécile et seraient incapables de former un enfant difficile.

Voici le cas d'une bambine de trois ans, qui après examens médical et mental, est classée imbécile avec mentalité de 40%. Yvette est une de ces enfants qui se bercent, pleurent et crient continuellement; elle ne marche pas, ne parle pas, mais cherche à détruire tout ce qui est à sa portée. Elle est admise à l'hôpital où elle demeure un an. Lorsqu'elle est mieux, nous la plaçons dans une excellente famille. La mère, quoique garde-malade non graduée, est douée de grandes qualités et d'une longue expérience avec les enfants. Le père est un bon travailleur, calme et patient, s'intéresse à la petite et réussit à réveiller son intelligence et lui faire comprendre qu'elle doit obéir. Yvette passe une année dans cette famille, puis nous la ramenons à la clinique mentale qui lui donne cette fois, une mentalité de 84%, soit une augmentation de 44%. Plus tard, nous avons placé avec elle, un bébé plus jeune, afin de développer chez l'enfant le sens de responsabilité et de dévouement. Yvette a maintenant six ans; elle va à l'école et apprend bien, aime à rendre service à la maison et fait très bien les messages. Aurions-nous obtenu un tel résultat si nous avions placé cette bambine dans une famille inférieure? Je ne le crois pas. Ces anormaux auront toujours besoin d'aide et d'assistance et nous économiserons beaucoup si nous les rendons capables de gagner au moins une partie des sommes nécessaires à leur existence, qui en feront de bons citoyens et non des indésirables.

*Les Foyers Bénévoles* sont ceux dans lesquels nous plaçons généralement des jeunes garçons ou des jeunes filles qui fréquentent encore l'école et qui reçoivent l'hospitalité en retour de menus services rendus après les heures de classe et les jours de congé. Les foyers rétributifs sont ceux où nos plus âgés travaillent à salaire.

### **Suggestions Pratiques**

Permettez-moi, en terminant, de donner quelques suggestions qui peuvent être pratiques tant à la ville que dans les centres ruraux. Augmenter en premier, le personnel de votre Société.



Avec les distances à parcourir, une personne seule ne peut accomplir tout le travail au dehors et à l'intérieur du bureau.

Choisir vos maisons de pension parmi les meilleures familles et ne pas hésiter à payer une pension raisonnable. Les services rendus par nos maîtresses de pension ne se paient pas.

Organiser les mouvements de la jeunesse, afin de surveiller les moments de loisir de nos jeunes. L'idéal serait d'en faire une oeuvre paroissiale, d'avoir un local où les jeunes pourraient se réunir, se mieux connaître, et s'amuser ensemble. Etablir par exemple la J.A.C., ou la J.A.C.F. Grouper les enfants dans de petits clubs de balle molle, de hockey, de billard ou les intéresser aux "Cercles d'Etude" J. S. C. et J. E. C. Les jeunes filles aimeront sans doute à s'occuper de l'ouvrage pour les moins fortunés. Quelle paroisse n'a pas ses pauvres? "L'Oeuvre des Layettes" rend de grands services dans une paroisse; et aussi, pourquoi n'auriez-vous pas *votre* troupe d'artistes et organiser des concerts ou faire jouer des comédies? Les jeunes d'aujourd'hui aiment l'action, le mouvement. Sachons utiliser leurs énergies, et développer leur enthousiasme pour le Beau, le Bien et le Vrai.

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#### SOCIETY AND THE HOUSING CRISIS

"*Society and the Housing Crisis*"—an introduction to the study of housing,  
by Samuel Henry Prince, M.A., Ph.D.

Published by the Council for Social Service of the  
Church of England in Canada. 1936.

114 pages, paper bound copies 50c.

This small volume, written by a member of the faculty of King's College, Halifax, has been received recently for review.

Regarding the housing problem as one of the greatest of the age, the author has attempted, (to quote his own words), "to present something of the role of housing in society, of the rise of domestic architecture, and of the more recent changes which have issued in rural and urban slums, as well as to point out some practical lines along which the improvement of housing may be effected."

The author's manner of attack is perhaps demonstrated in the table of contents, where each chapter possesses an allegorical and an explanatory title, as for example, "From Hut to Homestead,—the story of the development of houses", and "The House on Parliament Hill,—the state and the housing revolution".

"Society and the Housing Crisis" is not a reference for the individual who is in search of factual material on housing development that he expects to be detailed as to country and century. It is, rather, one person's thoughts on the significance of the house and home in the expansion of a nation, phrased in terms of aesthetic appreciation, rather than in defensible terms of cause and effect.

F. Y.

# WITH THE KINDERGARTNERS

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## EDUCATION IN THE KINDERGARTEN

### A REVIEW

"*EDUCATION IN THE KINDERGARTEN.*" By Josephine C. Foster, Ph.D., Principal of the Nursery School and Kindergarten and Professor in the Institute of Child Welfare, University of Minnesota, and Neith E. Headley, M.A., Head Kindergarten Teacher and Instructor in the Institute of Child Welfare, University of Minnesota. American Book Company, New York. \$2.00.

AS will be noted, "Education in the Kindergarten" is written by experienced kindergarten teachers who have had a broad background of training which enables them to write with authority in their particular field of labour. The book is well written and gives the kindergarten a distinctive place in the institutional education of the young child. As the majority of children who enter kindergarten are five years of age, it deals specifically with children of that age. It is generally admitted that the first year of a child's school life is very important and that "teachers of this group have a peculiar responsibility in helping him make a major adjustment in his social, emotional and intellectual life."

All through the book one is conscious of the accuracy of statements regarding the activities and interests of the five year old. Indeed it is so full of information it could be used as a text in a training school for students, as well as a guide for the young teacher and as a refresher for the teacher who has been actively engaged in teaching for some time.

Chapter One deals with the physical and motor development, language, information, learning, imagination, interests, emotions, social development and individual differences of the five year old.

While the chapter on "Schools for the Five Year Olds in Different Lands" may be rather meagre on account of the difficulty of obtaining accurate information and statistics from other countries, the available evidence shows that comparatively few five year olds in the world attend school at all and that, where provision is made for training young children, the type of training varies greatly from one country to another.

The modern American kindergarten does not aim to give the child all the information he may need now or in the future, but rather to give him a rich background of varied experiences suitable to his stage of development, where he can think and solve simple problems for himself. A helpful list of twelve fundamental guiding principles is given to help the teacher provide suitable opportunities for every child.

The greater part of the book is devoted to the detail of the daily programme carried on in the kindergarten (the work period, the free play period, the story period, the song period, rhythm and music appreciation period, the organized game period, and the rest period), and is full of useful information and practical suggestions.

The chapter on "Natural and Social Science in the Kindergarten" enumerates many ways that the teacher may make use of the material in her particular community; to help the child build for himself "an inquiring mind and a seeing eye."

An unusually helpful discussion follows on "The Child Who Needs Special Attention", such as the crippled child, the child with defective vision, the child with speech defect, the left-handed child, the superior child, and the emotional child.

The concluding chapter deals with records and reports. Each chapter has its own bibliography. There are many page and half-page photographic plates of activities of children both within the kindergarten and out of doors. There is a wealth of valuable information for all who read this most readable study of the five year old.

\* \* \*

## NATIONAL FEDERATION OF KINDERGARTEN, NURSERY SCHOOL AND KINDERGARTEN-PRIMARY TEACHERS

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M. Cunningham.....	Ottawa		Bellevue,
			Quebec.

Also the president and the secretary of each local  
and provincial association.

\* \* \*

### *FORTY-FOURTH MEETING ON CHILDHOOD EDUCATION*

Two thousand teachers are expected to meet at San Antonio, Texas, March 30—April 3, 1937, in the forty-fourth annual convention of the Association for Childhood Education. All local Branches of the Association in the state of Texas have joined in the plans to make this convention one of the outstanding educational events of the year. Well known leaders in the field of childhood education and delegates representing the twenty-three thousand members of the Association will participate in the five-day session.

"To-day's Trends in Childhood Education" will be the convention theme.

For further information write to the Association for Childhood Education, 1201 Sixteenth Street, N.W., Washington, D.C.







- No. 63. The Visiting Housekeeper.  
 No. 64. The Central Bureau in the Canadian Welfare Programme.  
 No. 65. The Day Nursery in the Programme of Child Care.  
 No. 66. Sample Food Budgets and reprints of the Section on Menus and Budgets. (1c each).  
 No. 67. Fair Time for the Nurse.  
 No. 68. Posture, Body Mechanics.  
 No. 69. Ophthalmia Neonatorum. (Babies' Sore Eyes).  
 No. 70. The Bewildered Community To-day—Canada, 1934.  
 No. 71. The Cross-Eyed and Squinting Child.  
 No. 72. Infantile Paralysis. (French and English).  
 No. 73. Welfare Legislation in Canada and Her Provinces, 1934.  
 No. 74. A Lay Man's Summary of The Employment and Social Insurance Act, Canada 1935. (16c.)  
 No. 75. Child Care Within the Institution—A Mental Hygiene Approach.  
 No. 76. Need Our Mothers Die?—A Study of Maternal Mortality in Canada.  
 No. 76A. Need Our Mothers Die?—Part I.  
 No. 76B. Timetables of Pregnancy.  
 No. 77. Respiratory Diseases in Young Children.  
 No. 78. Common Sense in a Chaotic World. (Outline of Sections of Canadian Welfare Council). 1934.  
 No. 79. Family Relief in Canada and the United States.  
 No. 80. Toward National Wellbeing.  
 No. 81. Social Work at the League of Nations.  
 No. 82A. Mothers' Allowances.  
 No. 83. Britain's Social Aid and Ours.  
 No. 84. Social Work and the People's Health.  
 No. 85. Why we should Eat Vegetables.  
 No. 86. Why we should Eat Fruit.

**Supplement to "Child and Family Welfare":**

**Canadian Cavalcade 1920-1935. (15c.)**

**Problems in The Social Administration of General and Unemployment Relief, Canada 1935.**

**Reprints**

- |  |  |
|--|--|
| (1) Some Considerations re Health Insurance.                 | (14) An Address by His Excellency the Governor General to the Ottawa Welfare Bureau. |
| (2) Some Considerations re Unemployment Insurance.           | (15) Social Work and the Community.  |
| (3) Administration of Clothing Relief.                       | (16) Health Pitfalls and Tragedies of the Pre-school Child.                          |
| (4) Activities of the Department of Public Welfare, Toronto. | (17) Foster Family Care for Children.  |
| (5) Child Protection in England and Wales.                   | (18) 'No Man's' Child Seeks Justice From the World.                                  |
| (6) The Essentials of a Relief Programme for Canada.         | (19) Child Care and Protection in the Community.                                     |
| (7) Rental or Shelter Allowances.                            | (20) The Contribution of Social Work to the Life of To-day.                          |
| (8) Man and His Leisure.                                     | (21) Organizing Resources for Community Needs.                                       |
| (9) The Unattached Woman in Canada.                          | (22) What a Health Service can mean to a Community.                                  |
| (10) Parent Education and Social Work.                       | (23) The Relief Outlook in Canada—Winter 1936-1937.                                  |
| (11) What is Wrong with our Christmas Giving?                |  |
| (12) Britain's Social Services.                              |  |
| (13) The Relief of Unemployment.                             |  |

**Recent Statements and Trends in Canada:**

The Relief Outlook—December 1934.  
 A National Relief Plan, An Urgent Need—February, 1935.  
 The Relief Outlook—Winter 1935-1936—December, 1935.

L. T. A. Publ'n No. 1-12, Recreation Bulletins dealing with various phases of recreation are available on request.  
 L. T. A. Publ'n No. 13, Community Gardens.

**Charts—(Wall Size)—**

- No. 1. 7, 10, 14. Infant Mortality Rates in Sixty Canadian cities (Statistics 1924, 1926, 1928, 1929).  
 No. 2. 9, 12, 16. Is your District Safe for Babies? (Rural Infant Mortality Rates, 1925, 1926, 1928).  
 Nos. 17A-B-C. Does Your City Love Its Babies? Statistical Report of Infant Mortality in Cities of Canada. (Five Year comparison, 1925-30). 1932.  
 Nos. 3, 8, 11, 15. Why Our Babies Die. (Statistics, 1923, 1926, 1927, 1928).  
 \*No. 4. Illiteracy Breeds Illiteracy, 1921 Census.  
 \*No. 5. The Vicious Treadmill (Illiteracy in Cities—1921 Census).  
 \*No. 6. Child Placing is Child Saving.  
 No. 7. "The Pre-School Days".  
 \*No. 13. A Riot on the Map of Canada. (English and French)

- Posters (at cost)—**  
 No. 1. "The Gay Adventurers."  
 No. 2. "The Protection of the Child."  
 No. 3. "Every Canadian's Heritage."  
 No. 4. "Baby's Stomach is Very Small."  
 \*No. 5. "Have You a Clean Bill of Health."  
 \*No. 6. "The Porridge Party."  
 No. 7. "The Sun Baby."  
 No. 8. "The Pre-School Days."

**Pre-Natal Letters—(In English and French).** A series of nine letters giving pre-natal help and advice (Free).

**Post-Natal Letters—(In English and French)—**A series of seventeen letters giving post-natal help and advice (Free).

**Pre-School Letters—(In English)—**Five series of 17 letters, covering the years from one to six in the child's life. (Free).

**Welfare Problems in Habit Formation and Training—(A series of six pamphlets).** (Free).

**Patterns—Layette Patterns and Patterns for Abdominal and Knee Supports.** (At cost)

**Diet Foldiers—Series 1, 2, 3, 4, 5—**dealing with the child's diet from birth to school age. (At cost)

**Health Record Forms—**For the use of physicians, clinics, conferences, etc. (At cost)

**Record Forms—(1) Child's History. (2) Family History.** For the use of children's agencies, hospitals, etc. (At cost)

**Annually—Proceedings and Reports of the Annual Meeting and Conference.** (At cost)

**Official Organ—"Child and Family Welfare,"** issued bi-monthly. (\$1.00 per year).

★ Posters—Out of Print.

# Canadian Welfare Council

Founded in Ottawa, in 1926, as the result of a National Conference of Child Welfare Workers, convened by the Child Welfare Division, Federal Department of Health.  
COUNCIL HOUSE, 345 COOPER ST., OTTAWA, CANADA.

## OBJECT.

- (1) To create throughout the Dominion of Canada an informed public opinion on problems in the field of social welfare.
- (2) To assist in the promotion of standards and services which are based on scientific principles and which have been proved effective in practical experience.

## METHODS.

- (1) The preparation and publication of literature, arrangement of lectures, addresses, radio and film material, etc., and general educational propaganda in social welfare.
- (2) Conferences. (3) Field Studies and Surveys. (4) Research.

## MEMBERSHIP.

The membership shall be of two groups, organization and individual.

- (1) Organization membership shall be open to any organization, institution or group having the program of Canadian Social Welfare wholly or in part included in their program, articles of incorporation, or other statement of incorporation.

- (2) Individual membership shall be open to any individual interested in or engaged in Welfare work, upon payment of the fee, whether that individual is in work, under any government in Canada or not.

## FEES.

1. National Organizations ..... Annual Fee, \$5.00—Representatives: 3.
  2. Provincial Organizations ..... Annual Fee, \$3.00—Representatives: 2.
  3. Municipal Organizations ..... Annual Fee, \$2.00—Representatives: 1.
  4. Individual Members ..... Annual Fee, \$1.00—Representatives: 1.
- In electing the Governing Board and the Executive, all members will be grouped according to their registration by the Treasurer.

Every member will receive a copy of the proceedings of the Annual Conference and such other publications as may be published from time to time.

## BOARD OF GOVERNORS—Fourteenth Year, April 1st, 1935—March 31st, 1937.

Division I.—Maternal and Child Hygiene .....	Chairman—Dr. H. E. Young, Victoria.
	Vice-Chairman—Dr. I. Fenton Angus, Ottawa.
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